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ABSTRACT

In this final report concerning declining enrollments in Ontario, the problems are defined almost entirely in economic and financial terms, and the solutions expressed in those terms. The first section of the report briefly reviews the essential background, the economic and financial constraints, and finally the demographic facts. The arguments and conclusions are supported by reference to recent studies. Section 2, on the effects and implications of declining school enrollments, begins with the school programs, and moves to the supporting services such as education of teachers, and supervisory and other school officers. The machinery of operation, as represented in administration of the system, the selection, appointment and working conditions of all categories of staff follow. Then come school facilities, and the important problems of provincial and local school finance, operating and capital funds, and sources of revenue. The report is completed in section 3, with three appendices that list the recommendations, pull together the data on costs, and present concluding remarks. (Author/MLF)

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FINAL REPORT

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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IMPLICATIONS OF DECLINING ENROLMENT for the SCHOOLS OF ONTARIO

* * *

A STATEMENT OF EFFECTS AND SOLUTIONS

* * *

The Commission on Declining School Enrolments in Ontario

October 31, 1978 Toronto, Ontario

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I sought, and received, advice and assistance from many in the preparation of this Final Report, including even more than before from the authors of Working Papers and Information Bulletins. As before, too, I relied most heavily on the Chairmen of the Task Forces -- Dr. Michael Connelly, Mr. Howard B. Henderson, Dr. Edward Hickcox, Dr. John Holland, and Professor Vernon S. Ready of Queen's. For the demographic data I relied as usual on the tireless attention to detail which Mr. Saeed Quazi has always exhibited. I must acknowledge too, and with heartfelt thanks, my continuing indebtedness to the staff of Statistics Canada and to the staffs of various branches of the Ministry of Education and other Ministries of the provincial government who gave freely of their time, knowledge and information.

Because of the emphasis I have placed on economics and finance, especially public finance, in this report, I made heavy demands upon the time and efforts of Dr. Holland, which he gave freely and fully, and which I much appreciate. The operations of the Commission became almost solely the full responsibility of Mr. Henderson. He discharged his duties ably and fully, as he has from the beginning, but frequently, I suspect, at considerable personal inconvenience.

All of us responsible for the completion of the task wish to express once more our deep gratitude to the continued loyal, conscientious and effective services of the Commission staff. They have asked to remain anonymous, but of course all those who came in contact with us know them well and how hard they have worked, day and night, weekends and holidays, too, when the occasion demanded it. They have served us well, far beyond what I had dared hope, or deserved, and I trust that their new employers will also use their skills and talents to the full and appreciate their loyalty and devotion.

The responsibiltiy is mine, of course, for any errors and omissions which may appear, and naturally for the views and opinions expressed.

The recommendations are mine, and for them I also take full responsibility. The task has been an onerous one, made more so by pressures induced by time limits I imposed for its completion. Nevertheless, I have enjoyed it, most significantly for the renewal of old friendships and the cultivation of new ones. Everywhere I went, I was received with the utmost courtesy and consideration; clearly, all understood that the search for solutions was a task for all of us to undertake together, not merely a job for me alone to perform.

Letter of Transmittal

October 31, 1978

The Honourable Bette Stephenson, M.D.
Minister of Education
Province of Ontario
22nd Floor, Mowat Block
Queen's Park
Toronto, Ontario
M7A 1L2

Dear Dr. Stephenson:

With the submission of my Final Report, which is attached, I have discharged the responsibility assigned to me just over a year ago. As promised it is short and to the point. Following a brief introduction and background, each of the chapters deals solely with the implications of declining school enrolments for the topic under consideration. As required under my terms of reference, I have for each chapter attempted to indicate a realistic estimate of the cost of implementing each recommendation, at least wherever this was relevant, since some costs cannot be expressed in terms of dollars and cents.

You will note that, above all other considerations, I have sought for reasonable and practical solutions to the problems posed. In many cases this has meant searching for a compromise between opposing alternatives for middle ground on which we could build for these uneasy and uncertain times.

I have felt it imperative to give considerable weight to today's economic conditions and financial constraints. If the economic experts who advise us are right, these conditions will continue in as extreme, if not a more extreme, form for the foreseeable future, certainly for the next decade and very possibly to the end of this century. What this means, in brief, is simply that many of the improvements in educational conditions which I would like to see made, and which must be made as soon as possible, just cannot be introduced today or in the immediate future. The necessary financial resources are not and will not be available. In fact, unless economic conditions improve considerably, and quickly, and more financial resources become available, we must lower our levels of expectations for our school system and plan for its systematic reduction in size and in the scope of its programs.

In terms of continued declines in school enrolments, all the projections now available for our province show clearly that the end of the elementary school decline is unlikely to be reached before 1986, and the secondary school decline not before 1994. As you are aware, births

continue to decrease steadily in number, well on into 1978, and none of the factors associated with this decrease (discussed in my First Interim Report) have changed. Indeed, the demographers in Canada now expect the appearance and continuance of the average-size family of 1.6 children, or even 1.5 children. Since net interprovincial migration of children for Ontario has recently become negative again, in 4 of the past 5 months, May to September, 1978, and the reports indicate that net international migration is unlikely to increase substantially, it is quite within the realm of possibility that elementary school enrolment could continue to decline until 1990 or so and secondary school enrolment continue its decline well past the year 2,000. My best guess, however, and it cannot be more than an informed guess, is that we will experience some relief from the decline in elementary school enrolment from the mid 1980's to the early 1990's and in secondary school enrolment from the mid 1990's onwards for a number of years. For the long-term, though, and by this I mean from the 1990's on, the pool of "potential" parents will decrease steadily in size as the cohorts of the Baby Boom of the late 1940's and 1950's reach the ages of 40 years and older and are replaced by the cohorts of the Baby Bust of the 1960's and 1970's.

The immediate future, therefore, and even the mid-long-term future, promises unrelenting pressures from declining school enrolments. While we must remain alert to the possibility of a change in fertility patterns, which would result in modest enrolment increases if begun after the next decade or two, we must also be aware of the fact that (if the pattern in Europe is followed here) enrolments may continue to decline gradually even to the end of this century. Fortunately, the sharpest drops in total enrolment will have been completed in about a decade, so some relief from the sharpest blows is in sight. If our more optimistic economists prove to be better prophets than some of their gloomy brethren, by then our economy should be well out of its slump and both unemployment and inflation will have dropped to tolerable levels. We then could regain, in the quality of education and in the equality of educational opportunity, any ground we may be forced to lose during the next decade. As I stated in each of my interim reports, however, I am confident that with the proper exercise of ingenuity and cooperation we need not lose during these trying days of the coming decade.

Our situation has turned out to be worse than I had anticipated a year ago, but I still prefer to view the future as a period of challenge and opportunity, and most definitely not one of crisis or disaster. That some persons at all levels of the school system are going to suffer disappointment and possibly some hardships is a consequence that cannot be avoided, but by working together we can ensure that few experience real suffering.

Our school programs will be forced to change, as indicated in a subsequent section, but this may prove to be more of a consolidation than a deterioration in quality, although the choice of options is unlikely to remain as broad and unrestricted as it is today. Some will claim that this will be a net gain, not a loss, in the education of our children and grandchildren. I do not fully accept that point of view.

In the text that follows, Madame Minister, I have wasted no words. Possibly I have been too blunt and forthright, but I think not. The issues are clear enough and in most cases the logical solution to each problem is fairly obvious. Therefore I have called the shots as I saw them, without attempting to adjust for political or other factors. I recognize, however, that you may be compelled to do so.

Yours sincerely,

R.W.B. Jackson,
Commissioner

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There is no simple solution to the problem of declining enrolment in Ontario because there are many problems, one for each board, and each one with unique features requiring unique solutions. Such differences exist even among the boards in a single metropolitan area, and certainly among boards in northern Ontario, despite common problems of isolation, sparsity of population and economic uncertainties in what are still frontier conditions. Even in regard to enrolment alone, one finds boards in reasonable proximity that exhibit rapid growth, a stable pattern and steep declines.

Indeed, as I come to the end of my investigations I am reluctantly forced to admit that I face a somewhat puzzling paradox: while many implications flow from the phenomenon of declining school enrolments, the decline itself does not pose <u>any</u> problems for education. In fact, many have argued before me that the "decline" presents an opportunity to improve education in Ontario, not an obstacle and certainly not a problem. It is the associated factors, largely economic, social and financial in nature, which pose the problems which require a solution and to which attention must be addressed.

Consequently, readers will note that throughout this report, and throughout my Second Interim Report on issues which had to be considered immediately, I speak only of the <u>implications</u> of declining enrolment on each aspect of education. I have defined the problems almost entirely in economic and financial terms, and expressed the solutions in those terms.

Since there is nothing we can do to stop the steady decline in enrolment of children and youth in our schools, we must learn to live with this phenomenon and strive to maintain the quality of education we provide in light of the unfavourable economic, social and financial conditions which prevail at present and which promise to remain our lot for many years to come.

In the first section of this report I have briefly reviewed the essential background, the economic and financial constraints under which we labour, and then stated as clearly and definitively as I am able the demographic facts of life which Canadians must learn to live with. I support my arguments and conclusions by references to recent studies completed and published by Statistics Canada and the Ontario Department of Treasury, Economics, and Inter-governmental Affairs, known as TEIGA. Section II, on the effects and implications of declining school enrolments, begins with the school programs, the core of the system and moves directly to the supporting services such as education of teachers, supervisory and other school officers. The machinery of operation, as represented in administration of the system, the selection, appointment and working conditions of all categories of staff follow. Then come school accommodation and, finally, the important problems of school finance, provincial and local, operating and capital, and sources of revenue. The report is completed, in Section III, with three appendices which list the recommendations, pull together the data on costs and present my concluding remarks on the process I have undergone, the lessons I have learned and the general conclusions I have reached.

I believe that I have managed to include all the important considerations in this Final Report. Readers will note that I have paid special attention to the short-term as well as the long-term implications, the unusual problems which affect the north as compared with the south and the rights and privileges of the Franco-Ontarian and Roman Catholic schools. In addition I have considered such matters as large vs. small boards, large vs. small schools, the unusual features of metropolitan areas and the growth problems of the newer suburbs which surround them. Special attention has also been given to the teaching of French as a second language, the teaching of English as a second language, particularly to immigrant groups, and to multiculturalism.

I have endeavoured to be reasonably optimistic in all my findings, stressing the challenges and the opportunities which await us in education. But in all cases I have sought conclusions and solutions which are in keeping with the economic and financial constraints under which

we must operate. Many have advised me that it is not my business to admit of such constraints and seek solutions within them. How easy it would be to build a Utopia and recommend, for example, an unlimited expansion of the teaching force through the imposition of smaller classes, regardless of costs, or to recommend expansion of the program to provide special services to each and every child, wherever he or she may be and whatever the cost.

But that is not a responsible or rational course of action. Instead I have tried to build my solutions within the bounds of our constraints. But never, I hope, have I lost sight of the overriding interests, and rights of our children and the experiences which are so necessary for their optimum development. If in this I have succeeded and have presented sensible and practical solutions, then I will be content that my job in this great province was done well. I have tried. It will be for others to judge the worth of my efforts and to complement the best and correct the faulty. But whatever happens, I am confident that our school system will survive, as it deserves to do for it is an excellent one. I foresee no radical changes in it nor any forsaking of it to follow the cries of the false prophets who would, in their frenzy, overthrow and destroy everything it has taken generations to accomplish.

Section I

The Social Context and Future of Ontario School Enrolments

Introduction

The concern of this report is for the relationships between demographic developments and present and future challenges to the school system. The emphases will be upon school enrolment changes and the maintenance of an efficient system of transferring resources from the economy of the province to the publicly-supported schools sector.

The first and second reports of this Commission focused first upon demographic developments as the source of challenges facing our education systems and then upon economics and finance as the source of constraints. That order reflected initial perceptions of the relative importance of and need for the two different classes of information. (It may also have reflected my professional specialization.)

In this Final Report economics and financial conditions will be treated first, followed by the new demographic realities. Two developments have determined this changed order. The first is the rapidly increasing awareness of Ontarians of evolving population configurations and the consequent problems for public services. The second is the mounting evidence and spreading realization over the past year that the main challenges facing the people who make decisions for our education systems do not come from declining enrolments, but from the economic and public-finance conditions that characterize the late 1970's and promise to be facts of life for some years to come. These conditions make it difficult to accommodate decreasing enrolments, but they are also conditions that would have made it far more difficult to accommodate to increasing enrolments.

Changing enrolment levels are an organizational and administrative challenge. But enrolment changes and their attendant problems have always been with us, or at least their presence has been more the rule than the exception. This province has a large corps of well trained, professional administrators to handle the organizational-administrative problems of declining enrolments and to advise the democratically elected school board trustees.

Almost every board and every school administrator will be making hundreds of decisions in response to new enrolment facts, but the decisions appropriate for one board or school may not be appropriate for any other. It is not expected that a report on changing enrolments in Ontario will be of immediate relevance to organizational or administrative problems peculiar to any local school system. In particular, the presentation of information on the social context of changing enrolments is not meant to show local authorities the administrative and policy choices they should make. It is meant to explain why they and their provincial counterparts face the choices they do and to prepare the way for some recommendations intended to improve the conditions under which they make such choices.

The aspects of the social environment dealt with are placed under either of two headings: economics and finance, or demography. That, in effect, avoids some of the exciting aspects of education sociology dealing with inter-personal behaviour in the classroom. That also passes over the grand themes of education and the social and political order. No doubt if we were to make basic changes in what goes on in schools or if we were to reorganize school and society relationships, the phenomena of changing enrolments and our economy might mean very different things for our schools than they do. However, the concern here is for the effects of important environmental changes on the schools we have, not upon schools of a different kind that we could conceivably have. This does not imply that changes in the character of public education are not important, or that they were not the subject of attention of this Commission. It means that under the present conditions our first concern must be for the maintenance and effective operation of the school system and for accommodation of education policy to new economic and demographic realities. In Chapter 1, Section B, the Second Interim Report, it was emphasized that significant changes in the character of the school system are inevitable and probably desirable. It was also noted that we must plan now to direct that evolution. However, the point was also made in the Second Interim Report and is made again here that bold departures in the organization of basic school and society relationships,

as well as dramatic changes in the internal activities of schools, must await the resolution of the pressing problems of maintaining the system in the present environment.

Economic Conditions and Financial Arrangements

Ontario is a very wealthy jurisdiction and its citizens -- in their capacities as local ratepayers and provincial taxpayers -- are generous supporters of public education. Ontario has a large corps of highly qualified, well paid teachers and a high level of expenditure per pupil both by comparison with its own past and with other North American jurisdictions. There will be no case made in this report that Ontario spends too much on public education, nor that it spends too little. Ontario could probably spend considerably less on education than it does and still provide a system of education recognizably similar to the one it has. On the other hand, Ontario could spend considerably more on education than it does and still provide its taxpayers with high levels of private consumption and other public services.

To put Ontario's education expenditure behaviour into a national context, the following interprovincial comparisons are offered.

Expenditure Per Student by Province (Current Dollars)

Year	Nfld.	PEI	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.
1970	413	526	564	597	782	910	704	655	833	748
1971	504	592	619	600	827	971	781	682	896	810
1972	574	648	690	686	884	1,044	876	757	969	876
1973	719	740	779	761	1,099	1,106	1,006	865	1,058	1,001
1974	843	987	917	879	1,276	1,271	1,165	1,038	1,208	1,188
1975	1,085	1,268	1,091	1,065	1,515	1,494	1,406	1,225	1,475	1,481
1976	1,245	1,437	1,424	1,245	1,642	1,758	1,592	1,457	1,634	1,751

Source: Statistics Canada, Elementary-Secondary Education-Financial Statistics, 1974-75, Ottawa, 1977, pp. 96-99.

Statistics Canada, Elementary-Secondary Education-Financial Statistics, 1975-76, Ottawa, July 1978, p. 60.

School Board Expenditure Per Capita of Population, by Province

Year	Nfld.	PEI	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.
1974	239	249	235	229	296	304	258	255	294	260
1975	300	305	272	267	337	349	304	295	353	319
1976	340	339	348	304	350	406	338	339	383	372

Source: Statistics Canada, Elementary-Secondary Education-Financial Statistics, 1975-76, Ottawa, July 1978, p. 61.

Ontario ranks high among the provinces in propensity to spend on elementary and secondary education, but the historic gaps among the provinces are closing.

There is nothing magic, sacred or necessary about the present or recent levels of expenditure on education, per-pupil, in total, as a portion of total revenue or as a portion of provincial product. The present level and pattern of education expenditures is the product of countless sequential decisions made during a continuing political process. They will be noticeably different in a few years, and again a few years after that.

During the 1950's and 1960's education expenditures grew very rapidly in Ontario, in current dollar expenditures, as a part of provincial expenditures and as a part of gross provincial product.[1] Education expenditures have continued to grow in the 1970's, but they have lost their place as the pre-eminent expenditure category in the provincial budget and have ceased to grow faster than total provincial expenditures.[2] It is fair to say that the 1970's is not part of the epoch of dramatically increasing education expenditures in Ontario.

When attention is confined to the elementary and secondary school sectors (as opposed to the whole education budget category, including postsecondary), the story of the 1970's is more interesting for the shifting responsibilities assumed for those expenditures by the province

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[1] See First Interim Report, The Commission on Declining School Enrolments in Ontario, February, 1978, pp. 8 and 9.

[2] Ibid., pp. 8 and 9.

and the municipalities than for the changing quantities involved.[1,2] This is particularly so when the quantities involved are expressed in constant-value (non-inflating) dollars. For example, an increase in school board expenditures of $148 million (1970 dollars) from 1970 to 1975 amounted to a 9% increase in those expenditures, but a 30% increase in the provincial real-dollar contribution (grants) and a 13% decrease in the local real-dollar contribution (property taxes). The $192 million (1970 dollars) increase from 1975 to 1978 amounted to about an 11% increase in those expenditures, but a 4% decrease in the provincial contribution and a 34% increase in the local contributions (cf. Second Interim Report, p. 34).

Education and the Economy: Changing Perspectives

During the 1950's and 1960's (especially the years 1961 to 1968) a great many economic and statistical studies were published, in Canada and elsewhere, making a strong case for treating education expenditures as investments and pointing to high returns on those investments. Probably the most influential research and writing supporting expansionary education policies was that of Edward Denison. His book, The Sources of Economic Growth in the United States and the Alternatives Before Us,[3] published in 1962, became the model for a large number of similar studies in the mid-1960's. Gordon Bertram's The Contribution of Education to Economic Growth,[4] published in 1966, was one of the most influential of such works produced in Canada. Its status as an Economic Council of Canada study appears to have lent weight to its relevance for policy making. Because Bertram concluded that education

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1Second Interim Report, The Commission on Declining School Enrolments in Ontario, July 1978, pp. 24, 26, and 34.

[2]Richard M. Bird, Financing Education in Ontario, Working Paper No. 2, Commission on Declining School Enrolments in Ontario, March 1978, p. 5.

[3]E.F. Denison, The Sources of Economic Growth in the United States and the Alternatives Before Us. New York: Committee for Economic Development, 1967.

[4]G. Bertram, The Contribution of Education to Economic Growth. Ottawa: Queen's Printer, 1966.

expenditures (investments) produced a substantial portion of Canada's economic growth (product per worker) in the half century ended in 1961 (p. 56), and, more importantly, because he attributed much of the per capita income difference between Canada and the United States to education investment differences (p. 57), his work became an important reference in rationales, for rising public expenditures for education, that were intended to appeal to enlightened national self-interest. It was about 1968, approximately the same time that public education expenditures in Canada passed 8% of the GNP and Canada began to be recognized frequently in international comparisons as being in first place among the developed nations as a spender on public education (as a percent of GNP),[1] that the popularity of this type of research and the related literature seems to have peaked.

Little in the way of research on the returns of education is being done today and little is written on the investment nature of education expenditures. Education expenditures appear to be of more interest to economists specializing in public finance than to economists concentrating on the economics of growth. Economic interest in education expenditures now pertains more to the trade-offs between increments of those expenditures and tax savings or between increments of education expenditure and increments of other public services, than to the relationships between education expenditure and economic growth.

It is not being claimed here that the results of economic research or the writings of economists determine education expenditure policy, nor that economists write to provide polemics for public expenditure policies. But it is being noted that when public expenditure for education was growing most rapidly, the related policy was in accord with the dominant themes in the literature of the economics of education. In the years during which policy has de-emphasized education expenditure there has been a corresponding de-emphasis in related economic literature. The politician or policy adviser who counsels increasing education expenditures today cannot find strong arguments for his case in the current economic literature.

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[1] See Unesco Statistical Yearbook, 1972, p. 512; or D. Munroe, The Organization and Administration of Education in Canada, Secretary of State, Education Support Branch, Ottawa, 1974.

The shifting concerns or new emphases in the study and analysis of education expenditures and the changed attitudes of persons proposing public policy for education have been apparent since 1974 at least. An interesting indication of the shifting emphases in policy studies can be found in two statements of the Ontario Economic Council. In the 1974-75 Annual Report of the Council it was pointed out that "(when) the Council was formed (1961) it was conceived principally as a body which would investigate and report on problems related to achieving a high level of industrial growth and employment for the Province. The primary emphasis was on economic development: indeed, there was some suggestion that the new body might be named the Ontario Productivity Council or the Ontario Economic Development Council" (p. 1). In a news release of October, 1973, the Chairman of the Council said: "Research on public expenditure, rather than economic development, will be the main priority of the Ontario Economic Council for the next few years... The program will focus on the size and growth of public expenditures... Particular emphasis will be placed on spending in the health, education, community and social service fields. These make up about two-thirds of the provincial budget" (Toronto Globe and Mail, October 11, 1974, p. B1).

A comparable indication of changing orientations of persons proposing public policy, and perhaps of popular opinion, is the Report of the Special Program Review (The Henderson Report) of 1975.[1] In dealing with the importance of controlling provincial spending in the form of grants to school boards (p. 214), it said that available data "suggest... that historically a much more expensive system has developed than is necessary (p. 215)."

The literature on education policy today indicates popular, political and academic concern for such issues as the distribution of education opportunities, the competitive claims on funds of education and other service areas, the place of education expenditures in total public expenditure and education/taxation relationship. The closest thing to a sustained interest in education as investment is some concern for manpower requirements, in particular "manpower bottlenecks" that

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[1]Government of Ontario, The Report of the Special Program Review, November 1975.

inhibit the development of, or reduce the international competitive advantage of, a particular industry. But manpower concerns have very little to do with (or are very difficult to relate to) general education and its related expenditures.

In short there appears to be a tacit consensus among economists and other people concerned with education policy that in Canada, and in other industrialized nations with expensive, highly developed school systems, most of us are "over educated" in one important sense, i.e., most of us would probably do our jobs about as well or as poorly as we do whether or not we had a little more or a little less formal education.

Barring the unlikely resurgence of belief in the constancy of high returns (in the form of increasing productivity) accompanying increasing education expenditures, it is as unrealistic to expect a return of the propensity to increase expenditures on education that characterized the 1960's, as it would be to expect the return of the increasing enrolments of that decade. No factor in the economic environment is more important to education expenditure policy than the present academic, political and popular perception of the competition of education expenditures with other public expenditures.

For all of that, it is to be expected that in this rich society, which appears to be getting richer albeit much more slowly than in recent decades, we will maintain high levels of expenditures on education and we will increase those expenditures. Education is generally described as a "superior good", or one on which people can be expected to spend more as their incomes rise. This would suggest that education expenditures (in real dollars) per pupil will continue to increase. It does not necessarily imply that education expenditures will increase at the rate necessary to assure that total education expenditures will increase under conditions of declining enrolments. Even less does it imply that expenditures will grow at the rate of either gross provincial product or provincial revenues. It does imply, however, that we are likely to spend more on education if the economy is faring well than if

it is not, and that we will spend more on education if we have more to spend on everything. To this relationship we will return later in this chapter.

It is difficult to predict who will pay the costs of education services in the future. It is possible that the pattern of public and private expenditures for education may be quite different in years to come. It is more probable that there will continue to be marked changes in the provincial/municipal distribution of the costs of public education.

Schools and Taxes: Ways to Pay

School board revenues are derived from two sources, provincial transfer payments (grants) to the boards and local mill rates levied on real property for the boards by the municipalities. The provincial contributions are a large item in the provincial budget, $1,970 million (estimate) for fiscal year 1978-79, or about 13.5% of total provincial expenditures.[1] This item increased by about 4.8% in current dollars over the corresponding figure in the 1977-78 budget. Depending upon the inflation index chosen, it corresponds to a 2 to 4% decrease in real dollars. Under the conditions of austerity that might be associated with the commitment to a balanced budget for the province and to a reduced claim by government on the total resources of the province,[2] it is likely that this expenditure will continue to decline in real dollars. The current dollar growth of this item by 4.8% in a budget growing by 7.0% indicates a decision in favour of other activities and programs competing with education for provincial revenues.

However, under conditions of declining enrolments approximating 2.0%, a reduction in real dollars of 4% does not necessarily constitute an increase upon local ratepayers in the burden of supporting the education programs of their boards, if the boards do not elect to increase spending per pupil in real dollars. For simplicity, let it be assumed that an "average" board loses 2% of its enrolment this year, was receiving

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[1] Ontario Budget 1978, pp. 11-12.

[2] Ibid, p. 10.

last year a per-pupil grant equal to 50% of per-pupil expenditures and was meeting 50% of expenditures from local ratepayers. Assume, too, that the real dollar per-pupil expenditures are the same as last year. Total expenditures then are 2% less than last year. If split evenly that would provide a 2% saving for both the school board and the province. But if this total reduction in expenditures is applied solely to the school board, it would equal 4% of the board's share of those expenditures. It would also equal 4% of the province's share of those expenditures if applied solely to the province. But in accord with the policy choices implied by the 1978 Budget, what could have been a 2% saving each for board and for province becomes a 4% saving for the province and no saving for the board. However, there is no increase in the tax burden borne by the ratepayers in that board's jurisdiction. It can only be said that they are making the same total effort, but for fewer children. Indeed, to the extent that new ratepayers have been added to the rolls, and to the extent that properties have appreciated, the burden borne by the ratepayers in the board is reduced.

It is unfortunate that rates must be collected in current dollars, and that a raise in the current dollar rates of 9%, corresponding to an assumed general inflation of 9%, requires a conscious decision on the part of the board to increase the tax requisitions on the municipalities accordingly. The political act is the same as it would be to impose the 9% increase if there had been no inflation.

To the degree that a board is unwilling or unable to increase revenues from taxes on real property at a rate comparable to inflation, it is demonstrating an oft-mentioned characteristic of this class of tax. The elasticity of revenue with respect to property taxes (the income elasticity) is low compared to income taxes or sales taxes. Revenue from it characteristically climbs at a rate significantly lower than incomes. This applies whether rising incomes reflect improvements in real income or only inflationary increases. (The converse also holds. Revenues from this tax do not decline rapidly during recessions or deflationary periods.)

It may well be that the crux of our present education finance problems is the inflexibility (i.e., the low income elasticity) of the property tax. It might also be claimed that the crux of these problems is inflation. Certainly boards cannot maintain a constant level of real dollar revenue from local sources under the condition of inflation if the yield from taxes on real estate does not increase at the rate of inflation. Further, it is not possible for the province to appropriate to itself harmlessly the savings associated with declining enrolments (assuming constant real dollar per-pupil expenditures) under conditions of inflation unless the yield from local taxes does increase at the rate of inflation.

That is tantamount to saying that the province can reduce provincial expenditures by the amount of the real savings associated with declining enrolments as soon as it successfully implements a thorough reform of property tax or as soon as it eliminates inflation. One is free to choose between this interesting pair of impossibles in explaining the difficulties of translating economies associated with declining enrolments into reduced provincial expenditures.

Under the present state of the real property tax system and the prevailing attitudes toward real property taxes, the province need not be very successful in imposing an increasing share of the costs of education on the municipalities and their ratepayers to exacerbate the problems of maintaining the level of the local contribution to the partnership of the province and the boards in financing public education.

Tables 1, 2 and 3 taken from R.M. Bird and N.E. Slack's paper, Property Tax Reform and Educational Finance in Ontario,[1] offer an overview of the issues pertaining to local finance and taxation.

From 1970-74, school board spending grew at an annual rate of 6% while education grants grew at 12% and school taxes at 2% (Bird and Slack, p. 11). By 1974, property taxes provided 38% of school board

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[1] R.M. Bird, N.E. Slack. Property Tax Reform and Educational Finance in Ontario, Working Paper No. 21, Commission on Declining School Enrolments in Ontario, 1978.

revenue, and school property taxes accounted for 44% of total property taxes, down from 54% and 59% respectively five years earlier.

As Table 1.1 shows, however, the situation has changed markedly in the last few years. In 1977 those figures were 43% and 47% respectively. As school board revenues increased by a little more than 50% from 1974 to 1977, provincial grants went from 58% to 54% of those revenues. "The increase in school taxes was especially sharp from 1975 to 1976 -- 25% (representing a 21% increase in mill rates for school purposes and a 4% growth in the tax base) or over twice the rate of growth of municipal taxes in 1976."[1]

In the years since 1975 rising school taxes have reversed the earlier downward trend in the relative importance of property taxes (property taxes as a portion of household income). Table 1.2 shows that the average residential property taxes declined from 3.2% of household incomes in 1970 to 2.4% in 1974, then rose to 2.6% by 1977, while the school taxes component of residential property taxes declined from 1.6% of household incomes in 1970 to 1.1% in 1974 and then grew to 1.2% in 1977. The average household school tax bill, which was $9 lower in 1974 than in 1970, rose from $171 in 1974 to $260 in 1977 with $41 of the $89 increase coming in 1976. To say the same thing in different terms, taxes for school purposes fell from 1970 to 1974, but were 44% higher in 1977 than in 1970. Nevertheless, both school taxes and total residential property taxes were substantially smaller portions of household income in 1977 than in 1970 (19% and 25% smaller respectively). For the years 1970 to 1977 the elasticity of property taxes with respect to household income was only 0.81. A 1% increase in that income was associated with a .81% increase in property taxes (2.6 ÷ 3.2).

Table 1.3 tells us several interesting things about the behaviour of the property taxes during a period of rising per capita incomes (rising in both real and inflated dollars). From 1969 to 1976, taxable assessed valuation fell sharply in relation to gross provincial product (i.e., by 22%). In real dollars there was also a fall in assessed

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[1] Ibid, p. 13.

TABLE 1.1

LOCAL GOVERNMENT REVENUES, ONTARIO, 1974-77
(millions of dollars)

	1974	1975	1976	1977 (Estimates)
MUNICIPALITIES				
LOCAL TAXATION	1,105	1,311	1,469	1,640
ONTARIO GRANTS	944	1,233	1,288	1,455
OTHER REVENUES	455	570	697	815
SUB-TOTAL	2,504	3,114	3,454	3,910
SCHOOL BOARDS				
LOCAL TAXATION	877	1,040	1,296	1,480
ONTARIO GRANTS	1,333	1,633	1,724	1,875
OTHER REVENUES	71	76	83	90
SUB-TOTAL	2,281	2,749	3,103	3,445
TOTAL LOCAL SECTOR				
LOCAL TAXATION	1,982	2,351	2,765	3,120
ONTARIO GRANTS	2,277	2,866	3,012	3,330
OTHER REVENUES	526	646	780	905
TOTAL	4,785	5,863	6,557	7,355

Note: Totals may not add due to rounding. Other Revenues includes provincial payments in lieu of taxes.

Source: Ministry of Treasury (1977), Local Government Finance in Ontario, 1975 and 1976, pp. 5, 10, & 14.

TABLE 1.2

AVERAGE RESIDENTIAL PROPERTY TAXES PER HOUSEHOLD, ONTARIO, 1970-77

	1970	1974	1975	1976	1977(1)
	$	$	$	$	$
MUNICIPAL TAXES AND CHARGES	181	212	244	263	284
SCHOOL TAXES	180	171	195	236	260
TOTAL PROPERTY TAXES	361	383	439	499	544
SHARE OF HOUSEHOLD INCOME					
	%	%	%	%	%
TOTAL PROPERTY TAXES	3.2	2.4	2.4	2.5	2.6
(School Taxes)	(1.6)	(1.1)	(1.1)	(1.2)	(1.2)

(1) Estimated

Source: Ministry of Treasury (1977), Local Government Finance in Ontario, 1975 and 1976, pp. 6 & 15.

TABLE 1.3

RELATIVE CHANGES IN ASSESSED VALUES AND PROPERTY TAXES, ONTARIO, 1969-76

	CURRENT DOLLARS		PERCENTAGE CHANGE	CONSTANT DOLLARS 1976		PERCENTAGE CHANGE
	1969	1976		1969	1976	
ASSESSED VALUATION ($ millions)	16,320	30,118	85	28,270	30,118	7
AS PERCENT OF GPP	50.0	38.9	-22	50.0	38.9	-22
PER CAPITA ($)	2,210	3,615	64	3,828	3,615	- 6
PROPERTY TAXES ($ millions)	1,438	2,765	92	2,870	2,765	- 4
AS PERCENT OF GPP	4.4	3.6	-18	5.1	3.6	-29
AS PERCENT OF ASSESSED VALUATION	8.8	9.2	5	10.2	9.2	-10
PER CAPITA ($)	195	332	70	389	332	-15
RESIDENTIAL AND FARM TAXES PER CAPITA ($)	113	194	72	226	194	-14

Note: Assessed valuation figures are total taxable valuations. Property taxes include special charges and business taxes but exclude payments in lieu of taxes. Gross provincial product at market prices and assessed valuations are deflated by the national accounts implicit gross national expenditure index for government current expenditure on goods and services.

Source: Ontario Statistics 1976 - population, GPP; National Income and Expenditure Accounts - deflators; Ontario, Municipal Financial Information and Local Government in Ontario, 1975 and 1976 - assessed valuation and taxes.

valuation per capita (6%). It is not surprising, then, that the yield from the property tax fell rather sharply in real terms (by 4%) over the 1969 to 1976 period. What is surprising, in view of what is often perceived as mounting protests against property taxes, "is the fact that taxes also fell as a percent of assessed valuation; although the tax rate on the assessed valuation rose slightly from 8.8% in 1969 to 9.2% in 1976, the taxes collected in real terms -- in terms of what the government could buy with the money -- actually fell (from 10.2 to 9.2%.)"[1] Though property tax revenues in current dollars increased 92% from 1969 to 1976, they fell sharply in relation to GPP (29% in real dollars and 18% in current dollars). Property taxes per capita in real terms fell 15%, and the residential and farm taxes component of them fell 14%.

The economic -- or political -- fact of failure of the yield from property taxes to keep up with GPP or price changes is even more interesting when viewed against the progress of provincial tax revenues. The latter grew at an annual average rate of 15.5% 1972 to 1977, whereas the average increase in inflation (by the GNP price index) was only 10.4%. This annual increase of 5.1% in real terms was coincidental with an average increase in real GPP of 3.6%.[2] Provincial taxation revenues are projected (in D. Foot, et al., The Ontario Economy 1977-87, Ontario Economic Council, 1977) to grow at 11.5% during 1977-82, while the GNP inflation rate increases at 6.3%. This 5.2% growth in projected real provincial tax revenues corresponds with projected average increases in real GPP of 5.4%.[3]

There is an important point to make about the difficulties that the school boards, the taxing municipalities and the ratepayers perceive to have been associated with the increased portion of board expenditures being met from local taxes in very recent years. There has been no significant increase in the burden of these taxes or of total property

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[1] Ibid, p. 16.

[2] D.K. Foot, Resources and Constraints: Public Education and the Economic Environment in Ontario 1978-1987. Working Paper No. 1, Commission on Declining School Enrolments in Ontario, 1978, pp. 12-19.

[3] Ibid.

taxes if they are viewed as a proportion of provincial product, per capita income or household income. The difficulties have been those of maintaining or increasing the yield from a tax with low income elasticity.

Had the yield from the residential property taxes for education purposes been maintained at the same proportion of household income that it was in 1970 it would have been 33.3% higher in 1976 and 1977 than it was (Table 1.2). Had the yield from all property taxes (residential plus all other taxable properties) been held at a constant portion of GPP from 1969 to 1976, they would have been 22% higher in 1976 than they were (Table 1.3). Assuming that the 22% applies to both the school and municipality portion of the local tax bills (though, in fact, school taxes increased less rapidly than taxes for municipal purposes during this period), the effects of the reduced claim of property taxes on provincial product can be estimated as follows. In 1976 total board expenditures were $3,103 million, of which the provincial grants were $1,724 million or 55.6%.[1] Had the local portion, $1,379 million, been 22% higher, it would have amounted to $1,682 million, and the provincial share could have been reduced to $1,421 million, or 45.8% of the total.

The reasons it has been difficult to maintain or increase yields from property taxes are probably numerous, but they do not include ability-to-pay, as that condition is related to the ratio of tax to income. The property tax has been criticized as inequitable, regressive and anachronistic. Clearly it is unpopular, even as taxes go. It can also be said that it has been in a process both of reform and de-emphasis since 1967 at least. The report of the Smith Committee (Ontario Committee on Taxation, 1967) is usually described as the beginning of this reform. It recommended, among other things, that the tax be de-emphasized, in particular by increasing provincial grants (for schools and for municipal purposes) to reduce its role in public finance. Policy for reform has, in fact, followed the recommendations of that committee, and it must be acknowledged that the declining role of the property tax in supporting education (until the last few years) has been in accord with provincial policy.

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[1]Ministry of Education, Education Statistics Ontario, 1977, p. 15.

The low income elasticity that has been described here simply as a characteristic of property taxes has often been mentioned as one of its weaknesses or failings. However, some people sometimes call that characteristic a "virtue" in a tax. Certainly the "automatic" increases in sales and income taxes that come with inflation are sometimes described as "faults" of those taxes. An inelastic tax forces frequent express political approvals of tax and expenditure increases. If it is thought that resorting more frequently to the political process for determining tax and expenditure levels gives a better approximation of the "optimum" level of taxes and expenditures, there is no "fault" to low income elasticity in a tax.

It seems reasonably clear that at this time in Ontario the government intends that the boards (and municipalities and ratepayers) shall play an increasing role in determining education expenditures, in particular in determining that point at which we will stop spending on education each year so that we have money to spend on other things. It seems almost as clear that the government wants some if not all the savings associated with declining enrolments to accrue to the provincial treasury. Both of these things require an important role, probably an increasing role, for property tax in financing education.

It is for this reason that, very early, this Commission addressed attention to the relationships between education finance and taxation reform. At this stage it seems appropriate to make this summary statement:

> There are and will continue to be real savings resulting from declining enrolments, even assuming the maintenance of, or a gradual increase in, per-pupil expenditures. All or part of those savings can be realized in the form of reduced provincial expenditures, but the portion of those savings accruing to the province will depend upon our willingness to increase the local share in school finance. Declining enrolments make it possible to increase the role of local taxes in the finance of education without increasing the real burden of property taxes. However, the difficulties associated with increasing the role of local taxes in school finance will increase with the rate of inflation. In fact, continuing high rates of inflation will probably make increased dependence upon property taxes impossible unless there is marked progress in property tax reform. In particular, an increasing role of property tax in school finance requires reforms facilitating the more rapid response of taxable assessed valuation to changes in market values of real estate.

The Ontario Economy, the Provincial Budget and Publicly-Supported Schools

Whatever the adjustments this province chooses to make in the prevailing arrangements for apportioning the bill for public education, it is appropriate to assume that our propensity to spend on schools will be affected by general economic conditions. It will also be affected by the relative priorities assigned to education and the other expenditure categories in the provincial budgets (and, of course, to some extent in municipal budgets).

In the First Interim Report of this Commission much attention was paid to recent current and projected economic conditions, provincial revenues and provincial expenditures. Only some of the highlights of those economic actualities and projections will be recapitulated here. However, two points were made in the earlier report that should be re-emphasized.

The first point is that it is no simple matter to evaluate the present state of the economy. One may choose to emphasize the positive indicators of our economic condition. It is true, as it was at the beginning of the year, that Ontarians are producing more than ever before and a larger number and a larger percentage of them are employed than ever before. But it is also true that growth in gross provincial product in 1977 was woefully short of our "expected" or "normal" growth rate. It now appears that the growth rate will be modestly better, but still disappointing in 1978. Increases in product per capita and per worker have been very modest for several years and large numbers of expensively trained people are not finding work in the fields for which they have been prepared.

The second point is that education is, and has been throughout the 1970's, facing increasing competition from other expenditure categories in the provincial budget. The first of these effective competitors, and still the most impressive, is health. Health and education (all sectors and levels) have accounted for more than half the total budgetary expenditures since the beginning of the decade and, except for 1974-75, health has constituted a slightly larger claim in the provincial expenditure

estimates than has education. By comparison, health expenditures were, with an exception, well below half those for education through the 1960's (First Interim Report, p. 8).

The rapid increases in education expenditures (454%) that we associate with the 1960's corresponded to an increase in population of 20.8%, in GPP of 122% and provincial government expenditures of 296% (First Interim Report, p. 7). The 1960's were a time when Ontario could make the political decisions to spend a large portion of an increasing provincial product in the public sector, to spend a disproportionately large share of that portion on education and still afford satisfying increases in expenditures for other public services and in real personal disposable income (RPDI) per person (after-tax income in real dollars per person).

For the nation, RPDI per person, which had increased at an annual rate of 1.66% in the 1955-60 period, increased in the next five years at an average annual rate of 3.18% -- almost double -- and 3.20% in 1965-70.[1] Table 1.4 shows that the province was enjoying growth in RPDI/P in excess of that of the nation in the 1950's, but in the early 1960's the growth was less than the nation's. In the late 1960's in both Ontario and the nation RPDI per person grew at a rate in excess of 3.0%. By the early 1970's both nation and province had abnormally high rates of RPDI growth as a result of high rates of growth in GNP and GPP. A slowdown in population growth coupled with the high rates of RPDI growth resulted in extraordinarily high growth rates of RPDI per person.

Because of the high rates of RPDI per person in the early 1970's, the recession of 1974-75 and the uncertain recovery from it in 1976, 1977 and 1978 to date seem the more severe. Our expectations apparently are coloured not only by the improvements in our standard of living in the 1960's, but also by the intensification in that improvement in the early 1970's. The early 1970's were also the first years of the decline in enrolments. At that time we were unusally tolerant of increasing unit and total costs in the education industry and it may be said that

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[1] D.K. Foot, et al., The Ontario Economy, 1977-1987, Ontario Economic Council, 1977, p. 51.

TABLE 1.4

PER CAPITA PERSONAL DISPOSABLE INCOME, ONTARIO, 1950-73

YEAR	POPULATION[1]	PERSONAL DISPOSABLE INCOME	PDI PER PERSON	CONSUMER PRICE INDEX[2] (1961=100.0)	REAL PDI (1961 Dollars)	REAL PDI PER PERSON	GROWTH IN RPDI/P	AVERAGE ANNUAL GROWTH RPDI/P
	(millions)	($ billion)	($000)		($ billion)	($000)	(%)	(%)
1950	4.471	5.208	1.165	79.6	6.543	1.463		
1951	4.598	5.916	1.287	88.0	6.723	1.462	0	
1952	4.788	6.467	1.351	90.2	7.170	1.498	2.5	
1953	4.941	6.860	1.388	89.4	7.673	1.553	3.7	2.0
1954	5.115	7.090	1.386	89.9	7.887	1.542	-0.7	
1955	5.266	7.644	1.452	90.1	8.484	1.611	4.5	
1956	5.405	8.273	1.531	91.4	9.051	1.675	4.0	
1957	5.636	9.066	1.609	94.3	9.614	1.706	1.8	
1958	5.821	9.745	1.674	96.8	10.067	1.729	1.3	1.9
1959	5.969	10.167	1.703	97.9	10.385	1.740	0.6	
1960	6.111	10.529	1.723	99.1	10.625	1.739	0	
1961	6.236	-10.720	-1.719	100.0	10.720	1.719	-1.0	
1962	6.351	11.533	1.816	101.2	11.396	1.794	4.4	1.6
1963	6.481	12.320	1.901	103.0	11.961	1.885	2.9	
1964	6.631	13.106	1.976	104.8	12.506	1.886	2.1	
1965	6.788	14.301	2.107	107.4	13.316	1.962	4.1	
1966	6.961	15.850	2.277	111.4	14.228	2.044	4.2	
1967	7.127	17.233	2.418	115.4	14.933	2.095	2.5	3.5
1968	7.262	18.855	2.596	120.1	15.699	2.162	3.2	
1969	7.385	20.696	2.802	125.5	16.491	2.233	3.3	
1970	7.551	22.189	2.946	129.7	17.108	2.271	1.7	
1971	7.703	24.465	3.144	133.4	18.340	2.357	3.8	4.0
1972	7.824	27.687	3.441	139.8	19.805	2.461	4.4	
1973	7.939	31.189	3.927	150.5	20.724	2.609	6.0	

[1]At June 1.

[2]All items for all Canada.

Source: Ontario Statistical Review, (1976).

the first responses to the new conditions were, in a sense, no response at all. That lack of response was certainly not caused by changes in RPDI per person, which kept rising.

Tables 1.5 and 1.6 offer some past and projected indicators of our economic environment that may be of particular relevance to our present and future propensity to condone increasing taxes and rapid growth in a particular expenditure category.

Average growth in real GPP in the good years 1967-72 was markedly higher than that experienced in the recession plagued 1972-77 quinquennium, but average growth in real GPP is projected to grow at 5.4% during 1977-82 and 4.4% during 1982-87. This corresponds to seemingly very high increases in RPDI per person throughout the 1967-77 decade, and to rates of growth in this variable during the 1977-82 and 1982-87 period that compare favourably with our performance in the 1960-65 and 1965-70 periods.

However, this growth in disposable income per person is in large part due to estimated rates of employment growing faster than the population. In effect, a larger portion of the population will have to be employed to achieve these rates of growth in per person disposable income. (The difficulties implied in Table 1.5 of increasing productivity are buttressed by the most recent data on productivity and employment. As reported in the Financial Post, October 7, 1978, Canadian GNP in constant (1971) dollars was 3.7% higher at the end of the second quarter, 1978, than at the end of the same quarter in 1977; the Financial Post of August 5, 1978, reported the number of employed Canadians was 3.4% higher in June, 1978, than in June, 1977. The suggestion here is of increased product per employed person of almost zero for the year.) It should also be noted that the projected RPDI per person and per employed person over the coming decade, presented in Table 1.5, are dependent upon assumptions of increasing provincial deficits, policy commitments to balanced budgets notwithstanding.

TABLE 1.5

THE PROVINCIAL ECONOMIC ENVIRONMENT, 1967-87
(Percent Average Annual Growth Rate)

	HISTORY		PROJECTION	
	1967-72	1972-77*	1977-82	1982-87
REAL GROSS PROVINCIAL PRODUCT**	6.1	3.6	5.4	4.4
POPULATION	1.9	1.6	1.4	1.4
GROSS IMMIGRATION (thousands)	78	94	75	75
LABOUR FORCE	3.6	3.5	2.2	2.0
EMPLOYMENT	3.2	3.0	2.4	2.1
UNEMPLOYMENT	4.2	5.5	6.5	5.3
REAL PERSONAL DISPOSABLE INCOME PER PERSON	4.2	4.0	3.3	3.3
REAL PERSONAL DISPOSABLE INCOME PER EMPLOYED PERSON	2.8	2.6	2.3	2.5
GOVERNMENT (Ontario) SURPLUS OR DEFICIT ($ billion)	-0.21	-1.25	-2.94	-8.35

*Estimates used where necessary

**Deflated by the GNP deflator.

Source: Institute for Policy Analysis.

TABLE 1.6

PROVINCIAL GOVERNMENT EXPENDITURES, 1972-87
(Percent Average Annual Growth Rate)

EXPENDITURE CATEGORY (in current dollars)	HISTORY*	PROJECTION	
	1972-77	1977-82	1982-87
HEALTH	22.6	13.1	14.0
EDUCATION	11.7	11.3	10.5
TREASURY, etc.	14.9	12.4**	12.5**
TRANSPORTATION & COMMUNICATIONS	11.3	14.5	13.6
COMMUNITY & SOCIAL SERVICES	23.4	11.0	12.5
PUBLIC DEBT INTEREST	11.9	12.8	13.8
OTHER	14.3	12.3	12.0
TOTAL EXPENDITURES	15.7	12.4	12.5
INFLATION IN GNP	10.4	6.3	6.8
INFLATION IN "ALL GOVERNMENT"	12.4	7.4	8.1

*Historic growth rates should be interpreted with caution, even though every attempt has been made to ensure that the categories are consistently defined.

**Calculated at the average growth rate.

Source: Institute for Policy Analysis.

Table 1.6 shows that the projected growth of RPDI per person and per employed person are dependent upon further assumptions (in the form of other sets of projections): (i) growth in total provincial expenditures of 12.4% in 1977-82 and 12.5% in 1982-87, compared with 15.7% in 1972-77 and (ii) a pattern of government expenditures that will create reductions in the rate of growth of all major expenditure categories except transportation and communications and public debt interest. The projected modest increases in RPDI per person and per employed person are associated with projected reductions in the rates of growth of expenditures for most publicly provided services.

Of most interest to persons responsible for funding the schools of this province are projections of the propensity of the government to translate revenues into transfer payments to the boards. A set of such projections has been made by Dr. David Foot of the Institute for Policy Analysis, University of Toronto. He is here venturing into one of the more dangerous areas of economic forecasting; he is in effect predicting the behaviour of the politicians who make education expenditure policy. This, and the strong reactions sometimes evoked by his projections of negative growth in these transfers, suggest that they should be presented in their original context.

> Since 1973 provincial payments to local governments and agencies have been governed by the "Edmonton Commitment". Essentially this Commitment has guaranteed that provincial transfers to local governments and agencies would grow at the same rate as provincial budgetary revenues. The base year was chosen to be fiscal 1973-74. According to the Provincial Treasurer, the province has transferred almost $13.7 billion out of budgetary revenues of $46.2 billion (or 29.6 percent) over the past five years. Other assistance which includes payments in lieu of taxes, tax compensation grants, employment incentive payments and payments into the Teachers' Superannuation Fund, has brought the level of total Ontario payments to local governments and agencies to $15.4 billion since 1973. The average annual growth of these transfers has been in excess of 14 percent, although the rate of increase has declined rapidly since the peak year of 1975-76.
>
> These total provincial transfers to local governments and agencies over the past five years have been distributed as follows:

	Percent
Education	50.3
Transportation	12.9
Social Assistance	5.0
Other Conditional	2.6
Total Conditional	70.7
Total Unconditional	10.7
Payments to Agencies	7.4
Other Assistance (of which Teachers' Superannuation Fund is 8.4)	11.2
Total	100.0

Conditional payments have accounted for slightly over 70 percent of total transfers and by far the largest component of these are transfers to school boards which, by themselves, have accounted for over half of total transfers. The average annual growth of these payments has been roughly half that of "all other transfers" (9.7 percent compared to 20.7 percent -- averaging 14.4 percent). The pattern of growth has been somewhat similar with the exception of the current year when the growth in educational transfers is expected to increase to 10.9 percent while the growth in "all other transfers" is estimated to decrease to only 0.4 percent. Finally, it should be noted, that "other assistance" also includes an education related component, namely payments into the Teachers' Superannuation Fund. These payments have totalled $1.296 billion over the past five years (or 8.4 percent of total transfers over the period). The growth in these payments is dictated by the actuarial requirements of the fund which, in turn, are influenced by teacher salary awards. Not surprisingly, therefore, there was a large increase (of $100 million or over 42 percent) in these payments in 1976-77. The estimated payments into this fund for fiscal 1978-79 amount to $262 million.

The short-term outlook which underlies the commitments for fiscal year 1978-79 has been recently outlined by the Provincial Treasurer (in a speech to the Provincial-Municipal Liaison Committee on September 16, 1977). The speech contained proposed "amendments" to the Edmonton Commitment by, basically, broadening the base on which assistance is to be assessed. The major new inclusion (accounting for roughly 70 percent of the new items) is payments into the Teachers' Superannuation Fund. By including these new items under the Commitment, the Treasurer has been able to scale down provincial payments to local governments for 1978-79, from a projected $3.748 billion under the previous formula to $3.713 billion under the "broadened" formula, or a difference of $35 million. The new projection represents zero growth from the previous year under the "broadened" formula and an actual decrease in total transfers when compared to the previous formula. At the same time, the Provincial

Treasurer announced a provincial commitment of a total of $4.023 billion (or an increase of 8 percent) in transfers for 1979-80 on the basis of achieving balance under the "Broadened Edmonton Commitment."

These proposals contain the following implications for assistance to school boards and local governments and agencies in the province:

	$ billion			
	1977-78	1978-79	Increase	Percent Increase
Assistance to School Boards				
General Legislative Grants	1.880	1.970	0.090	4.8
Teacher's Superannuation	0.262	0.331	0.069	26.3
Total	2.142	2.301	0.159	7.4
Assistance to Municipalities and Local Agencies	1.571	1.722	0.151	9.6
Total Transfers	3.713	4.023	0.310	8.3

Consequently, the short-term outlook for the education sector in the province is for 10.9 percent growth in legislative grants (or a 5.4 percent growth in total assistance to school boards including superannuation payments) in 1977-78 and a 4.8 percent growth in legislative grants (or a 7.4 percent growth in total assistance) in 1978-79. Given the inflation projections outlined in section 2 above, these grant payments represent a real increase of approximately 3 to 4 percent in 1977-78 and a real decrease of approximately 2 to 3 percent in 1978-79.

The medium-term outlook is even less promising. As noted above* education expenditures are projected to average in excess of 20 percent (a real increase of approximately 3 to 4 percent) over the next decade. However this total includes post-secondary education expenditures, expenditures on special and cultural education, Ministry administration expenditures and contributions to superannuation funds, as well as grants to school boards. The growth in the latter category, which reflects amongst other things the projected declining ratio of school-age children in the provincial population, is projected to grow only slightly until approximately 1981, after which a decline is projected (until 1986). More specifically, the medium-term outlook for school board assistance (excluding superannuation payments) can be summarized as follows:

*Table 1.18 of the First Interim Report, Commission on Declining School Enrolments in Ontario, 1978.

	Percent Average Annual Growth Rate	
	1977-82**	1982-87**
General Grants to School Boards	2.2	-0.1
Rate of Inflation in Government	7.4	8.1
'Real' Change (approx.)	-5.2	-8.2

**1977 refers to fiscal year 1977-78, etc.

> Consequently, over the next decade these projections suggest that school boards in Ontario should be planning for negative 'real' growth in their receipts from the provincial government. (pp. 23-28).[1]

Dr. Foot's projections of what the real-dollar level of transfers to the boards will be are not being endorsed here. In any case, they are predictions dependent upon specific contingencies and offered with important qualifiers. But Dr. Foot's projections are in conformity with recent trends in our public-expenditure behaviour and in our economic development. Short of saying what the level of these provincial-board transfer payments (grants) will be, or of even predicting that these grants in real dollars will be positive or negative, the Commission offers this summary statement about the evolution of the provincial-school board financial partnership:

> It appears that in the decade to come, the province will experience formidable pressures to reduce the portion of provincial revenues going to the school system. This will be the motivation to increase the dependence of the boards upon the taxpayers in the municipalities they serve. Declining enrolments are the salient fact in the social environment that will make it possible to do this without necessarily reducing the resources per pupil or increasing the burden of property taxes.

[1] D.K. Foot, Resources and Constraints: Public Education and the Economic Environment in Ontario, 1978-1987, Working Paper No. 1, Commission on Declining School Enrolments in Ontario, 1978.

Demographic Variables and Live Birth Patterns To 2001

Politicians who make public education policy, the administrators who manage school systems, teachers, parents and taxpayers should be made aware of this historic generalization: children are a diminishing portion of the population in the urbanizing, industrial societies of the Western world and have been for several generations now.

Considering its ultimate consequences, this truism will not always hold. Certainly it has not always applied to the societies and cultures of this part of the world. But it corresponds to a fact of life of the 19th and 20th centuries in the societies most closely associated with what we were taught in school to call the industrial revolution.

A qualifier must be added immediately. Historic generalities are of limited utility when the business at hand is making decisions for schools to serve the populations of children we presently have or will have for the foreseeable future. Table 2.1 and Chart 2.1 demonstrate both the applicability of the generality to Canadian society and its limited utility in guiding school policy.

Table 2.1 shows that, for Canada, children under 5 years of age were 18.51% of the total population in 1851. That percentage reduced in a rather orderly progression to 9.14 in 1941. The percentage grew to 12.37 in 1961, then fell to 7.53 in 1976. In Ontario children under 5 were 13.08% of the population in 1881 and 7.87% in 1941. They grew to 11.87% of the population in 1961 and were 7.35% in 1976. In both Canada and Ontario, the pattern of development of the ratio of children under 10 was similar.

In Chart 2.1 we see that a "long-run view" of the diminishing proportion of children to total population can be approximated by a straight line, in both the Canada and Ontario cases. The "short-run view" depicts the dramatic behaviour of the children to total population ratio since 1941. It is obvious that an appreciation of the historic

TABLE 2.1

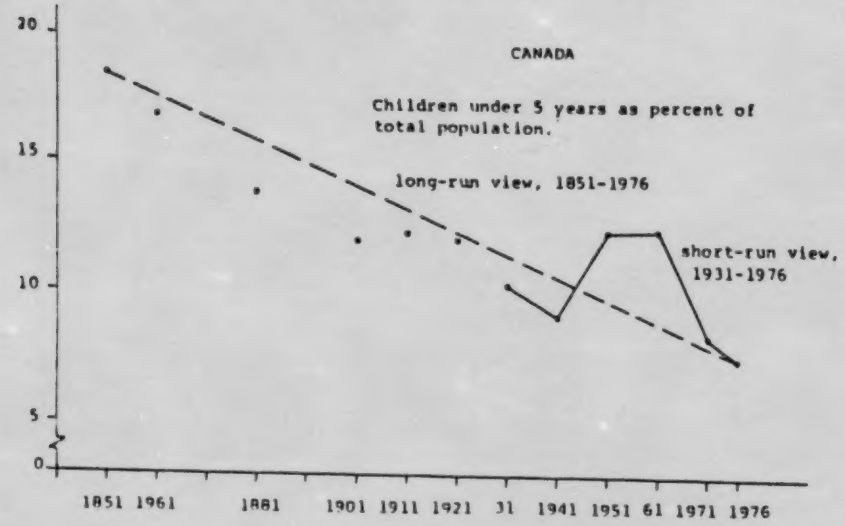
CHILDREN UNDER 5 AND CHILDREN UNDER 10 AS A PERCENTAGE OF TOTAL POPULATION

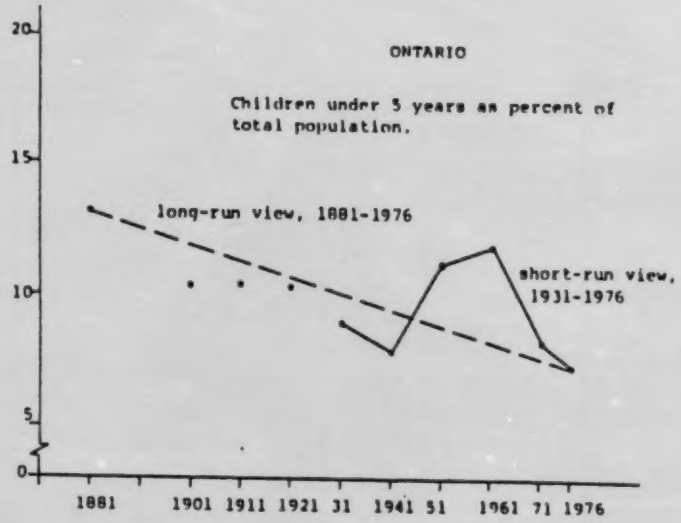
CANADA						ONTARIO					
YEAR	TOTAL POPULATION	CHILDREN UNDER 5 (0-4)	%	CHILDREN UNDER 10 (0-9)	%	YEAR	TOTAL POPULATION	CHILDREN UNDER 5 (0-4)	%	CHILDREN UNDER 10 (0-9)	%
1851	2,436,000	451,000	18.51	797,000	32.72						
1861	3,230,000	543,000	16.81	972,000	30.09						
1871	3,689,257					1871	1,620,851				
1881	4,325,000	599,000	13.85	1,161,000	26.84	1881	1,926,922	252,053	13.08	497,486	25.82
1891	4,833,239					1891	2,114,321				
1901	5,371,000	646,000	12.03	1,264,000	23.53	1901	2,182,947	224,814	10.30	455,382	20.86
1911	7,207,000	890,000	12.35	1,675,000	23.24	1911	2,527,292	263,266	10.42	507,431	20.08
1921	8,788,000	1,059,000	12.05	2,109,000	24.00	1921	2,933,662	301,809	10.29	609,670	20.78
1931	10,377,000	1,075,000	10.36	2,208,000	21.28	1931	3,431,683	307,711	8.97	640,699	18.67
1941	11,507,000	1,052,000	9.14	2,098,000	18.23	1941	3,787,655	297,924	7.87	599,439	15.83
1951	14,009,000	1,722,000	12.29	3,120,000	22.27	1951	4,597,542	514,722	11.20	914,014	19.88
1961	18,238,247	2,256,401	12.37	4,335,923	23.77	1961	6,236,092	740,193	11.87	1,414,712	22.69
1971	21,568,310	1,816,155	8.42	4,070,160	18.87	1971	7,703,105	637,255	8.27	1,420,770	18.44
1976	22,992,600	1,731,995	7.53	3,619,800	15,74	1976	8,264,465	607,205	7.35	1,275,020	15.43

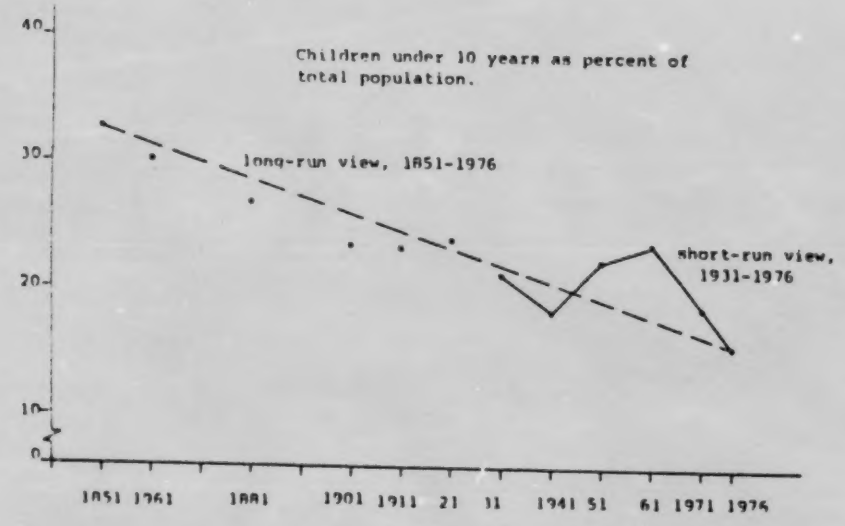
Source: M. C. Urquhart, Editor, Historical Statistics of Canada. Toronto: MacMillan of Canada, 1965, p. 16.
Census of Canada, 1971, Volume 1, part 2.
Census of Canada, 1941, Volume 3.
Unpublished Statistics Canada data for 1976.

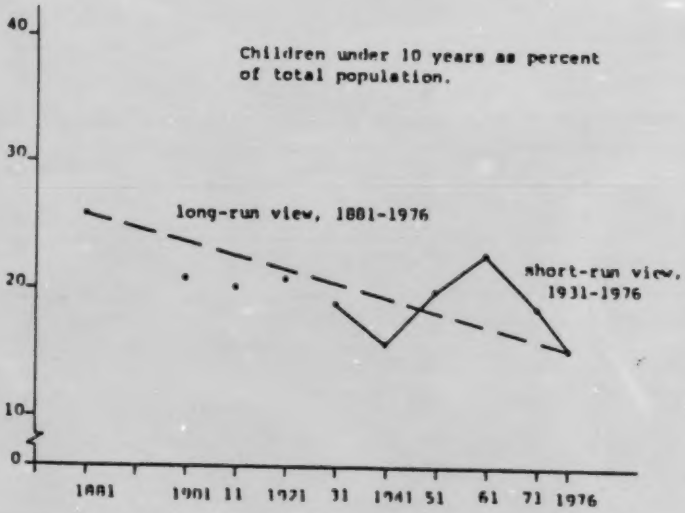
CHART 2.1

ALTERNATIVE VIEWS[1] OF DECLINING RATIO OF CHILDREN TO TOTAL POPULATION









[1]line representing long-run view is simply a straight line joining 1976 percentage to percentage in 1851 (for Canada) or to percentage in 1881 (for Ontario); it is not a "least squares line."

Source: Table 2.1

behaviour of this demographic index would not have done much to improve policy-makers' and administrators' abilities to deal with the challenge of accommodating the large cohorts moving through the schools in recent decades. It is also true that demographic data on the province, though of importance to provincial policy makers and public servants, is of limited utility to local policy-makers and administrators. One other point should be made: it was only in the 1971 census that the diminishing rates first corresponded to a decrease in numbers of children.

Policy-makers and administrators know that their first task is to deal with current problems and to anticipate some of those that will appear a few years ahead. Grand historic insights are of use mainly for the bases they may offer for projecting conditions in the years just ahead and for predicting problems. For the provision of public services, education included, foreknowledge must be quite specific about time and place to be of any value. So far as education is concerned, the demographic knowledge most obviously needed for a decade ahead (quite a distant horizon for policy planning) is numbers and locations of children born over the previous six years and projected numbers of children to be born in each of the following six years, along with some information on their distribution. If we are to extend the horizon of policy planning detailed projections of the numbers and distributions of births over a longer period is needed.

The projections of Ontario births presented below are offered as basic data on our society, as information on the environment of education policy making and as the origin of the phenomenon that is declining enrolments. It is intended that they be used to push the horizon of education planning into the next century.

Live Births to 2001

Only a small portion of the information presented on the components and structure of the population of Ontario in Chapter 1 and on school enrolments in Chapter 3 of the First Interim Report will be repeated in this Final Report. It should be emphasized, however, that the purpose in elaborating upon the population and enrolment facts and projections

in both the First and Second Interim Report was to substantiate the claim of this Commission that projections of births then being used by most planners, many academic demographers and virtually all education officials and spokesmen were too high. That purpose still holds and motivates a return in this Final Report to that important population variable that is births, even though the relatively low projections offered by the Commission are much more widely accepted now than they were even eight months ago.

Evidence in support of reducing the estimates of current fertility rates and the projections of future fertility rates and births continues to mount. Some of the most recent data related to projections of births are incorporated in the projections presented here. For more detailed information on the past, present and future of the Ontario population related to present and future enrolments, the reader is directed to the First and Second Interim Reports.

The Commission now has three sets of projections on births, school populations and/or enrolments in the province. One set of projected live births and enrolments was released by Statistics Canada in July. Another set, of enrolment projections only, was done by the Ministry of Treasury, Economics and Intergovernmental Affairs (Ontario) and was made available in final form to the Commission in June. The third set was produced by this Commission. The three sets each contain multiple projections using different assumptions about fertility (in the case of the two containing projections of births) and about net migration. They are presented in this and the following chapter.

Projected Live Births

Table 2.2 gives the number of live births for Ontario in the most recent projections prepared by Statistics Canada, for the period 1976-77 to 2001-2002, using the "census" definition of a year, e.g., June 1, 1976, to May 31, 1977. The set of assumptions used for each projection is reported in the footnote to the table. The four projections are based on combinations of two levels of fertility (family size moving

TABLE 2.2

PROVINCE OF ONTARIO,

ACTUAL AND PROJECTED LIVE BIRTHS TO 2001

CALENDAR YEAR JANUARY TO DECEMBER	ACTUAL BIRTHS	YEAR (CENSUS DATES) JUNE 1 TO MAY 31	PROJECTED BIRTHS (STATISTICS CANADA) PROJECTION*			
			1	2	3	4
1975	125,775**	1976-77	130,000	129,700	126,700	126,400
		1977-78	134,000	133,200	128,100	127,400
1976	124,700	1978-79	138,200	136,700	129,700	128,600
1977	122,758	1979-80	142,200	139,800	131,200	129,600
		1980-81	146,300	142,900	132,800	130,700
		1981-82	150,100	145,500	134,700	132,000
		1982-83	154,000	148,200	136,500	133,300
		1983-84	157,800	150,800	138,000	134,300
		1984-85	161,600	153,300	138,900	134,800
		1985-86	164,400	154,900	139,500	134,900
		1986-87	166,600	155,800	139,100	134,100
		1987-88	168,400	156,500	138,200	132,900
		1988-89	169,600	156,600	137,400	131,700
		1989-90	170,500	156,500	136,300	130,400
		1990-91	170,500	155,600	134,800	128,600
		1991-92	169,800	154,100	133,600	127,100
		1992-93	168,400	152,100	132,200	125,400
		1993-94	167,000	150,100	130,700	123,700
		1994-95	165,600	148,200	129,300	122,000
		1995-96	164,500	146,500	128,000	120,500
		1996-97	163,700	145,100	126,900	119,100
		1997-98	163,300	144,100	125,900	117,900
		1998-99	163,300	143,500	125,300	117,000
		1999-2000	163,800	143,300	124,800	116,300
		2000-2001	164,800	143,600	124,700	115,900
		2001-2002	166,200	144,200	124,800	115,700

**Registrar General

*Assumptions:

Projection 1: Family, 1.8 children to 2.0 by 1991; Net migration 57,500 up to 71,900.

Projection 2: Family, 1.8 children to 2.0 by 1991; Net migration 32,300 down to 18,600.

Projection 3: Family, 1.8 children to 1.6 by 1991; Net migration 40,500 up to 48,000.

Projection 4: Family, 1.8 children to 1.6 by 1991; Net migration 23,500 up to 25,200.

Source: Statistics Canada, and Canadian Teachers' Federation, The Class of 2001; Ottawa 1978.

from 1.8 children to 2.0 by 1991 and from 1.8 children to 1.6 by 1991)* and four very different levels of net migration. In the upper left corner of the main table the actual numbers of live births reported by the Registrar-General for Ontario for the calendar years (i.e., January 1 to December 31) 1975, 1976, and 1977 have been added. A comparison of the actual births with the projected births over the first two years of the projections (though the years in the two cases are not perfectly congruent) indicates discrepancies. All the projected values are too high. The assumptions used clearly do not correspond to the continued (and larger than anticipated) decline in actual live births in 1976 and 1977. Serious doubts may be entertained about projections 1 and 2, and the values for projections 3 and 4 should probably be adjusted downwards by 3% to 5%.** The projections of enrolment based on these models will also need adjustment.

Even with these criticisms and qualifiers the patterns of growth in the numbers of live births as shown in Chart 2.2 are most interesting and instructive. Projection 1 shows the quite startling results of a combination of assumed high fertility and high net migration. Projection 2 assumes lower net migration and registers the effects largely of an assumed high level of fertility. In both projections a very loud Echo of the Baby Boom is anticipated. Even with the lower levels of fertility used in projections 3 and 4, the echo is heard. In all four projections, birth rates rise enough in the late 1970's and through a part of the 1980's to bring about some increases in enrolments before the end of the century and before the trends of enrolment resume their downward course.

Table 2.3 gives the number of live births projected to the end of this century for each of the nine projections prepared by this Commission. Three levels of fertility and three levels of net migration have been used. The three levels-of-fertility assumptions in terms of size

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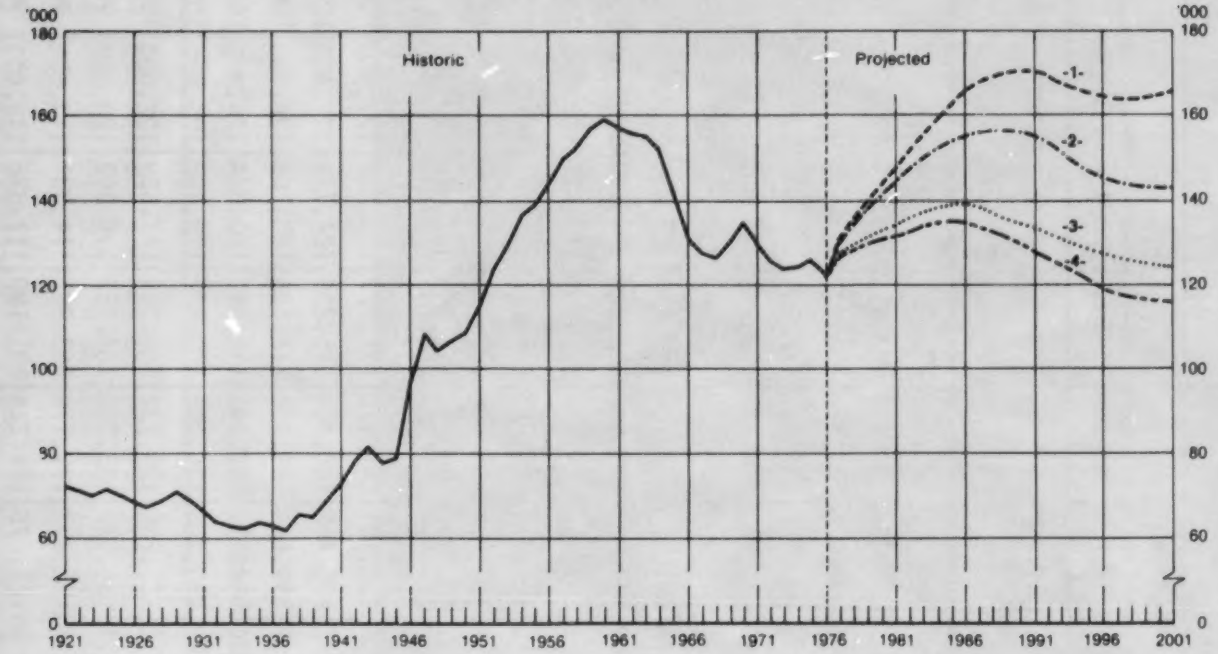
* In another report from Statistics Canada, however, a family size of 1.5 children was used.

** Births have continued to decline during the first seven months of 1978, so even these adjustments may not entirely compensate for probable excesses in these projections.

CHART 2.2

LIVE BIRTHS, 1921 TO 1976, AND PROJECTED TO 2001, PROJECTIONS 1, 2, 3 AND 4



Source: Statistics Canada, and Canadian Teachers' Federation, The Class of 2001; Ottawa 1978.

TABLE 2.3

PROVINCE OF ONTARIO,
PROJECTED LIVE BIRTHS TO 2001

(From The Commission on Declining School Enrolments in Ontario Projections)

YEAR	PROJECTIONS *								
	1	2	3	4	5	6	7	8	9
	HIGH FERTILITY 1.75			MEDIUM FERTILITY 1.6			LOW FERTILITY 1.5		
	ZERO	25,000	50,000	ZERO	25,000	50,000	ZERO	25,000	50,000
1976 } ACTUAL	124,647								
1977 } ACTUAL	122,476								
1978	125,991	128,320	128,368	123,831	123,952	124,000	123,111	123,500	123,560
1979	127,941	131,333	131,424	123,554	124,812	124,900	122,092	123,400	123,530
1980	129,703	134,076	134,220	123,032	125,464	125,600	120,809	123,310	123,480
1981	131,240	136,505	136,715	122,991	125,699	126,250	118,491	123,244	123,680
1982	132,490	138,549	138,838	122,648	126,053	126,900	116,591	121,924	122,177
1983	133,381	140,138	140,516	121,949	127,033	127,300	114,327	120,118	120,442
1984	133,844	141,202	141,781	122,372	127,455	127,800	114,724	121,031	121,526
1985	133,849	141,721	142,603	122,376	127,571	128,100	114,728	121,475	122,231
1986	133,423	141,729	143,018	121,987	127,600	128,350	114,363	121,482	122,587
1987	132,614	141,337	143,083	121,247	127,700	128,500	113,669	121,146	122,642
1988	131,441	140,581	142,826	120,174	127,196	128,450	112,663	120,498	122,422
1989	129,927	139,490	142,277	118,790	126,866	128,300	111,366	119,563	121,952
1990	128,108	138,101	141,470	117,127	126,264	127,900	109,806	118,372	121,260
1991	126,042	136,468	140,400	115,239	124,771	127,400	108,036	116,973	120,343
1992	123,797	134,644	139,118	113,186	123,103	126,100	106,112	115,409	119,244
1993	121,454	132,699	137,692	111,043	121,324	124,800	104,102	113,741	118,021
1994	119,097	130,708	136,202	108,882	119,498	123,500	102,075	112,027	116,736
1995	116,812	128,756	134,732	106,769	117,689	122,000	100,087	110,324	115,446
1996	114,674	126,922	133,365	104,757	115,953	120,800	98,181	108,678	114,200
1997	112,748	125,277	132,176	102,887	114,337	119,600	96,390	107,123	113,036
1998	111,085	123,878	131,224	101,190	112,876	118,400	94,728	105,680	111,976
1999	109,717	122,766	130,552	99,684	111,596	117,600	93,201	104,360	111,033
2000	108,659	121,964	130,183	98,377	110,510	116,900	91,806	103,166	110,209
2001	107,908	121,476	130,120	97,268	109,624	116,500	90,544	102,103	109,509

*For assumptions, see explanation in text, Chapter 2, p. 36.

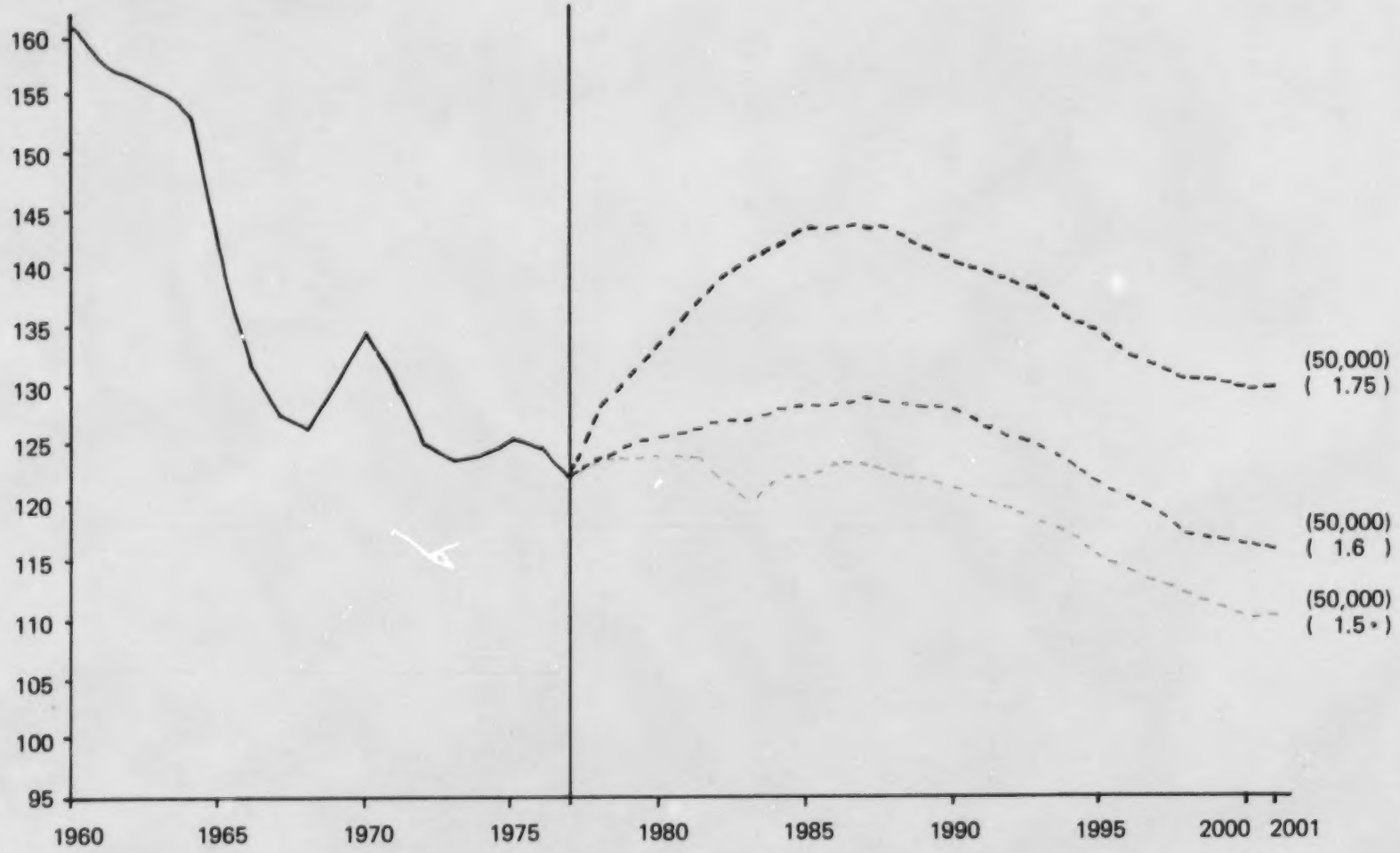
of family ave: 1.75 children from 1975 to the end of the century; a decrease from 1.75 to 1.6 children by 1983, and that rate to 2001; and a decrease to 1.5 children by 1983 and that rate to 2001. For net migration, per annum, the three assumed levels are: a decrease from 46,000 at present to 35,000 by 1983, then a steady increase to 50,000 by 1990 and that rate to 2001; a decrease from the present 46,000 to 25,000 by 1986 and that rate to 2001; and zero net migration, i.e., an immediate end to positive net migration and no resumption in this century. As in the case of the Statistics Canada projections, the differences between the combinations of high fertility and high net migration, and of low fertility and zero migration, are large. Again the projected births in 1978 (except possibly for the case of zero net migration) seem unrealistically high, especially when we know that the birth registrations in Ontario for the first seven months of 1978 were below those for the corresponding period in 1977. The substantial declines in live births which occur when zero migration is assumed suggest that birth rates -- and then school enrolments -- are affected by migration to a greater extent than is usually supposed.

As an aid to the reader in interpreting these live birth projections, the values from Table 2.2 have been shown in Chart 2.2, and those from Table 2.3 in Chart 2.3. In both cases the historic series have been added. The smooth curves of the projected values, by the way, arise from the formulae used in the model; in actuality the changes in birth rates do not conform so precisely to any curve. In all the trend lines there is evidence of the earlier Baby Boom, i.e., again an echo (soft or loud) appears. Even more significant is the consistent appearance of still further declines towards the end of this century. This latter phenomenon is, of course, a reflection or echo of the Baby Bust after 1960.

Many students of social change find the physical and cultural determinants of fertility rates and birth rates more interesting than the rates themselves. Certainly there are few more interesting topics in the literature of social inquiry. But we know very little about the social phenomena of changing rates of human reproduction.

CHART 2.3

ACTUAL AND PROJECTED LIVE BIRTHS IN ONTARIO, 1960 TO 2001



Source: The Commission on Declining School Enrolments in Ontario.

In the course of the Commission's activities many observations were made to us to the effect that birth rates will go up again with the return of "more prosperous times". But such economic explanations for our present low rate do not account for the persistent decline in fertility and birth rates through the economically ebullient years before 1973.

It has also been said that housing costs and housing shortages cause low birth rates. But birth rates were high during the first 15 years of the post-World War II epoch and have fallen since, though standards of housing by most measures have generally improved throughout the whole period. That explanation also raises an interesting question about the direction of any causal relationships between housing costs and birth rates, since the increase in numbers of employed persons per household that is so closely associated with declining birthrates has apparently contributed to the inflation of housing costs.

The appearance and increased availability of physical, pharmaceutical and surgical birth preventatives may explain a part of the decline in births, in particular the timing of and rate of the sharp decline since 1961. On the other hand this may explain very little, since birthrates had peaked and begun their decline before the general availability of the pill, abortions and vasectomies. And again the question of the direction of any causal relationship arises. Is the availability of techniques, devices and procedures a response to increased demand for them, or does the increased supply account for increased consumption? The same question can be asked about the related knowledge of or familiarity with the means to birth prevention.

In any case, the socio-cultural determinants of fertility and birth rates are not aspects of the environment with immediate implications for school policy. It is births themselves, recent and future births, that are the immediate determinants of the future demand for school services.

The projections of births in Ontario prepared by this Commission are lower than most such projections. The projections that the Commission considered most seriously in making enrolment projections are

those based on net migration approximating 50,000 by the end of the century and fertility rates declining to 1.6 before the end of the century. These include projection 3 from Table 2.2 (Statistics Canada's projections), although I believe these values are too high, and projection 6 from Table 2.3 (Commission's own projections). Finally, of these, projection 6 in Table 2.3, the lower of the two, is recommended as most likely to approximate closely the behaviour of this demographic variable that is such an important aspect of the environment for school policy making and planning.

However, at the time this report is being prepared for printing, it is necessary to add a qualifier. In light of the continuing decline in the number of births through mid-1978, the figures in projection 9, Table 2.3, which are considerably lower than those in projection 6, Table 2.3, may soon appear to be the "most probable" estimation of future births. I expect there will be a marked change in the trend of live births in the next two years, but if there is not I would propose that projection 9 be identified as the better approximation of future births. In that event, there will have appeared almost no Echo of the Baby Boom that has been predicted so often and so forcefully by so many observers of the demographic scene. The expected new "peak" on the graph of births will, at most, be a "plateau" lasting for about five or six years, followed by a continuing, steady negative slope.

Chapter 3

Projections of School-Age Populations and Enrolments

Birth rates, current and projected, are a social index that is of continuing interest to even the most practical people concerned with school policy and administration. In fact, though, births are not an aspect of the environment that immediately affects the demand for school services. It is the population of students resulting from those births that automatically determines the demand.

The transformation of birth rates into future student populations, or enrolments, incorporates assumptions about a number of aspects of the social environment, notably the survival rate of children, the rate of progression of children through the grades of the school system and the propensity of young people to stay in school past the age of legally required attendance. Current and future enrolments are not simply an index of the required scale of present and future education operations. They are that plus an aspect of the social environment pertinent to the operation and administration of schools, and to the making of policy for guiding the development of the school system.

The projections of the school-age populations done by Statistics Canada, and the projections of enrolments done by this Commission, both presented below, are based on the projections of births in the previous chapter. The projections done by TEIGA[1] are based on that Ministry's own projections of age groups.[2]

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[1] Ministry of Treasury, Economics and Intergovernmental Affairs, The Effect of Demographic Change on Enrolment and Use of School Facilities in Ontario to the Year 2001, staff report prepared for the Commission on Declining School Enrolments in Ontario.

[2] The Ministry of Education prepares short-term enrolment projections and updates these each year. We used their values as "benchmarks" in assessing the validity of the short-term figures of the various other projections up to 1986 or 1987. Since the figures are available from the Ministry, we did not reproduce them here. For the critical year 1987, our most recent projections (elementary and secondary schools) differ by only 0.23%.

Four projections by Statistics Canada of school-age populations, by age groups and for each year to 2001, are offered in Table 3.1. The elementary school age is defined as 5 to 13 inclusive (9 years), and the secondary school age as 14 to 18 inclusive (5 years). (The study also included projections of post-secondary age-group populations, but these are outside the terms of reference of this Commission.) The Table 3.1 figures are presented pictorially in Chart 3.1. The assumptions particular to each projection, and the bases of the differences among the projections, are the postulated fertility and migration rates noted in the footnote to Table 2.2 of the previous chapter.

Projection 3 of this chapter's Table 3.1 is endorsed here as the "most likely" approximation of future school-age populations. This is, in effect, to endorse the assumptions of a fertility rate falling to 1.6 and a net migration rate climbing to 50,000. Projection 4 is also identified as a hypothetical approximation of future enrolments worthy of careful consideration by administrators and policy makers. However, the assumption of a net migration rate of 25,000 is not accepted as the most probable future state of that variable. International immigration is a very important component of Ontario net migration. The low migration rate assumed in projection 4 is related to a prior assumption of a significant reduction in immigration. A permanent complete or near closing of the door to immigrants is not probable, nor is there yet a sign of the implied substantial alteration of federal immigration policy.

Table 3.2 presents the projected enrolments from the TEIGA report. The populations of persons age 5 to 14 and 15 to 19 are presented for each fifth year from 1976 to 2001. TEIGA has used its choice of participation coefficients to calculate the corresponding elementary and secondary projected enrolments. It will be noted below that these projections are in accord with the Commission's own, particularly the population projections.

It may be seen by comparing the population figures from Table 3.2 with the corresponding figures from Table 3.1 for 1981, 1986, 1991, 1996 and 2001, that projections 3 and 4 from Table 3.1 are quite similar to

TABLE 3.1

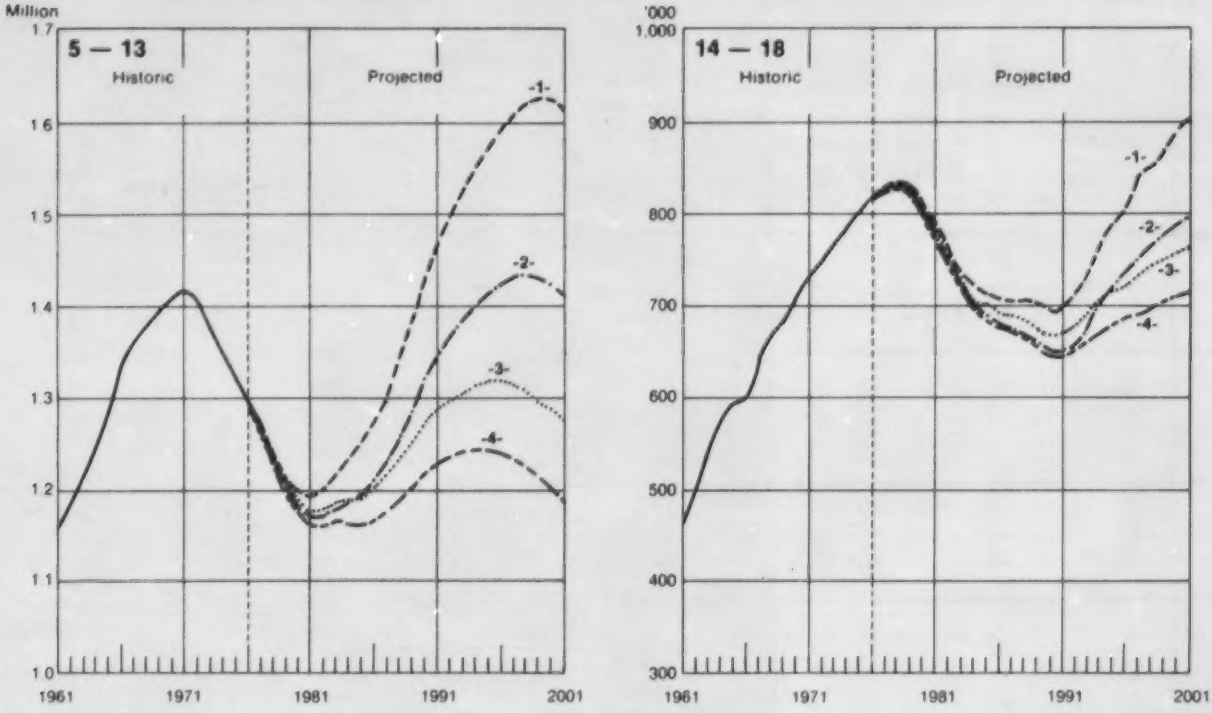
PROJECTED SCHOOL ENROLMENT AGE GROUPS TO YEAR 2001
(In Thousands)

YEAR	PROJECTION 1		PROJECTION 2		PROJECTION 3		PROJECTION 4	
	5-13	14-18	5-13	14-18	5-13	14-18	5-13	14-18
ACTUAL 1976 CENSUS	1302.4	815.9	1302.4	815.9	1302.4	815.9	1302.4	815.9
1977	1272.1	827.9	1270.0	827.0	1270.0	827.0	1267.8	826.0
1978	1241.5	834.6	1236.4	832.3	1237.1	832.7	1232.5	830.6
1979	1214.3	832.2	1205.1	827.9	1206.8	828.9	1199.5	825.7
1980	1200.0	814.6	1185.9	807.8	1189.5	809.8	1179.0	805.1
1981	1192.8	795.1	1172.9	785.5	1178.7	788.6	1164.8	782.4
1982	1203.4	765.5	1176.7	752.9	1182.5	757.4	1164.6	749.3
1983	1218.5	737.9	1184.4	722.1	1188.2	727.9	1166.3	718.0
1984	1232.0	720.9	1189.6	701.8	1189.9	709.3	1163.8	697.5
1985	1246.6	715.1	1195.9	692.5	1190.9	701.5	1160.7	687.9
1986	1272.7	709.5	1212.8	683.2	1201.1	693.9	1166.6	678.4
1987	1305.2	708.8	1234.7	678.6	1216.1	691.3	1177.3	673.7
1988	1343.3	706.1	1262.5	672.1	1235.3	686.6	1192.0	667.0
1989	1381.1	701.2	1289.3	663.3	1252.4	679.8	1204.6	658.0
1990	1423.8	692.9	1320.3	650.9	1271.8	669.4	1219.5	645.8
1991	1459.3	701.6	1344.2	655.0	1285.3	672.7	1228.7	647.0
1992	1492.6	717.1	1365.8	665.7	1297.0	680.7	1236.1	652.8
1993	1522.9	739.0	1385.0	682.6	1305.8	692.7	1241.1	662.7
1994	1549.8	761.2	1401.1	699.1	1312.0	702.8	1243.6	670.5
1995	1573.3	788.4	1414.7	720.1	1315.8	716.0	1243.7	681.2
1996	1593.1	809.7	1424.3	734.9	1315.8	724.8	1240.8	687.2
1997	1608.1	830.5	1430.4	748.8	1312.9	733.6	1234.9	698.7
1998	1617.7	850.7	1431.8	762.3	1306.9	742.1	1226.3	699.9
1999	1622.0	870.0	1428.6	775.1	1298.4	750.1	1215.5	705.5
2000	1622.3	887.9	1422.2	786.8	1288.0	756.6	1202.6	710.0
2001	1618.9	903.9	1412.9	796.8	1276.6	761.2	1189.4	712.4

CHART 3.1

ONTARIO

ALTERNATIVE PROJECTIONS OF SELECTED SCHOOL-AGE POPULATIONS, 1961-2001



Source: Statistics Canada, and Canadian Teachers' Federation, The Class of 2001; Ottawa 1978.

TABLE 3.2

THE MOST LIKELY POPULATION,
ELEMENTARY AND SECONDARY SCHOOL ENROLMENT TRENDS,
(Projection IV) ONTARIO, 1981 TO 2001

YEAR	POPULATION			PROJECTED ENROLMENT	
	AGE GROUPS		ALL AGE GROUPS (ZERO TO 85+)	ELEMENTARY	SECONDARY
	5 TO 14	15 TO 19			
	(Million)	(Million)	(Millions)	(Million)	(Million)
1976	1.47	0.81	8.26	1.36	0.61
1981	1.32	0.82	8.93	1.25	0.58
1986	1.33	0.68	9.52	1.26	0.51
1991	1.36	0.67	10.08	1.29	0.51
1996	1.37	0.69	10.60	1.30	0.53
2001	1.34	0.70	11.00	1.27	0.54

Source: Social and Economic Data, Central Statistical Services,
Ministry of Treasury, Economics and Intergovernmental Affairs, 1978.

the population projection in Table 3.2. The elementary school age group is defined as 5 to 14 inclusive by TEIGA (10 years), and the secondary school age group is defined as 15 to 19 (5 years), so precise comparisons are not possible.

The Commission's preliminary projections of school enrolments were presented and reported upon in considerable detail in the Second Interim Report. At the time they were made they were described by many interested parties as presenting unrealistically low future enrolment figures. In particular, the projected birth figures on which they were based were criticized as too low. Since then information has mounted supporting the position that future enrolments will be lower than they have heretofore been projected to be. And the assumptions of lower than previously expected birth rates seems more appropriate with the passing of each month.

The recent projections of Statistics Canada and TEIGA generally support the downward revisions of most enrolment projections done for Ontario (and for that matter for many other jurisdictions). It will be noted, however, that the Commission's preliminary projections of both student-age populations and enrolments are lower than those of either Statistics Canada or TEIGA (pp. 8-9, Second Interim Report).

The preliminary enrolment projection presented in the Second Interim Report is still very close to the best picture of future conditions that can be offered. This projection is presented in Table 3.3 and graphically depicted in Chart 3.2. The differences among the TEIGA, Statistics Canada (projections 3 and 4) and the Commission's preliminary projections of future school-age populations and enrolments notwithstanding, they have in common a pattern of declining elementary school age populations and enrolments into the mid-1980's, followed by a gradual increase until the mid-1990's and then a gradual decrease into the new century, and declining secondary school enrolments until about 1992 or 1993 followed by a gradual increase continuing past 2001 (with an implied decline soon thereafter). Collectively, these several sets of projections indicate a willingness on the part of those doing projections

TABLE 3.3

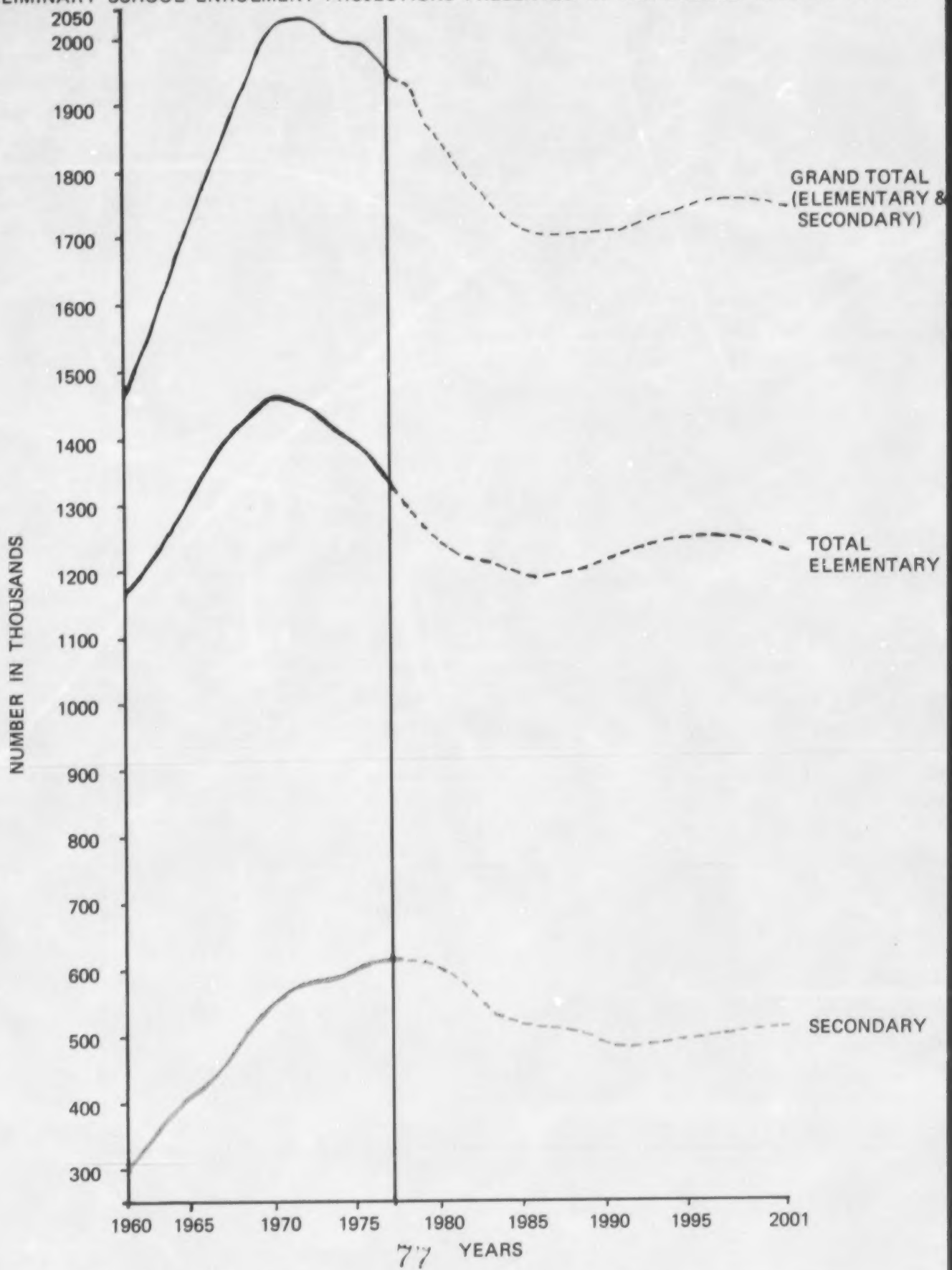
THE COMMISSION ON DECLINING SCHOOL ENROLMENTS IN ONTARIO,
PRELIMINARY PROJECTIONS OF
ELEMENTARY AND SECONDARY SCHOOL ENROLMENT

ASSUMPTIONS: FERTILITY 1.6; NET ANNUAL MIGRATION 50,000

YEAR	TOTAL ELEMENTARY SCHOOL ENROLMENT	SECONDARY SCHOOL ENROLMENT	TOTAL ENROLMENT
1976 (Actual)	1,360,085	613,055	1,973,140
1977 (Actual)	1,329,396	613,830	1,943,226
	PROJECTIONS		
1978	1,294,640	613,025	1,907,665
1979	1,262,551	610,438	1,872,989
1980	1,241,370	601,339	1,842,709
1981	1,224,558	585,035	1,809,593
1982	1,218,645	561,091	1,779,736
1983	1,213,866	538,528	1,752,394
1984	1,204,538	524,316	1,728,854
1985	1,194,299	518,480	1,712,779
1986	1,192,366	513,370	1,705,736
1987	1,195,410	511,484	1,706,894
1988	1,203,041	507,294	1,710,335
1989	1,209,885	500,075	1,709,960
1990	1,221,451	489,105	1,710,556
1991	1,230,490	485,341	1,715,831
1992	1,238,533	485,023	1,723,556
1993	1,245,022	488,341	1,733,363
1994	1,250,027	491,123	1,741,150
1995	1,253,360	496,855	1,750,215
1996	1,254,787	501,043	1,755,830
1997	1,254,575	504,719	1,759,294
1998	1,252,402	507,851	1,760,253
1999	1,247,676	511,038	1,758,714
2000	1,240,847	513,984	1,754,781
2001	1,232,358	516,390	1,748,748

CHART 3.2

PRELIMINARY SCHOOL ENROLMENT PROJECTIONS PRESENTED IN THE SECOND INTERIM REPORT



to accept ever lower fertility rates as "probable" and a propensity to make assumptions over a very wide range concerning net migration.

The projections presented in Table 3.3 and all the preliminary projections offered in the Second Interim Report are based on the application of assumed participation coefficients to present and future age-specific populations. In order to secure more refined and valid projections the Commission has prepared a further two projections based on the generally accepted grade-cohort-survival method.

In the first of these, the annual cohorts of actual and projected live births were each "carried-through" the preschool, elementary* and secondary years, with a coefficient of survival (biological and academic) applied to estimate the number in each grade of school. The results as presented in Table 3.4 and Chart 3.3 represent the sum of the projected enrolments for all the grades of elementary school and all the grades of secondary school. The projected live births on which these enrolment projections were based were produced by this Commission with their own specifications using the Statistics Canada projection model.

The second projection of this type used actual and projected numbers of four-, five- and six-year olds rather than live births. The projected numbers for each of these age groups may be taken from the population projections by single years of age produced by the Commission for Ontario.

The results of these two projection exercises are presented in Tables 3.4 and 3.5 and Charts 3.3 and 3.4. The resulting enrolment figures are similar to but slightly lower than those in Table 3.3. There is no notable difference in the patterns of projected enrolment developments presented in Tables 3.3, 3.4 and 3.5.

Of these projections, the one recommended by the Commission for use is that based on live births as given in Table 3.4.

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*The exercise was done separately for public schools and separate schools, and then these estimates were combined to give total elementary school enrolments.

TABLE 3.4

PROJECTIONS OF SCHOOL ENROLMENT BASED ON LIVE BIRTHS

YEAR	PUBLIC SCHOOLS	SEPARATE[1] SCHOOLS	TOTAL ELEMENTARY SCHOOLS	SECONDARY SCHOOLS	TOTAL ENROLMENT
1976	937,292	422,793	1,360,085	613,055	1,973,140
1977	907,777	421,619	1,329,396	613,830	1,943,226
1978	877,767	416,384	1,294,151	613,274	1,907,425
1979	855,425	412,381	1,267,806	603,415	1,871,221
1980	842,030	409,889	1,251,919	583,206	1,835,125
1981	833,580	408,281	1,241,861	557,412	1,799,273
1982	826,437	407,610	1,234,047	531,581	1,765,628
1983	818,699	407,138	1,225,837	514,224	1,740,061
1984	809,930	406,121	1,216,051	508,522	1,724,573
1985	804,856	405,205	1,210,061	505,703	1,715,764
1986	804,300	405,147	1,209,447	500,072	1,709,519
1987	805,704	405,477	1,211,181	493,220	1,704,401
1988	807,489	406,433	1,213,922	485,420	1,699,342
1989	808,701	407,119	1,215,820	479,667	1,713,487
1990	812,357	408,509	1,220,866	473,863	1,694,729
1991	815,676	409,765	1,225,441	471,670	1,697,111
1992	818,715	411,281	1,230,046	470,596	1,700,642
1993	821,181	412,505	1,233,686	470,431	1,704,117
1994	822,950	413,440	1,236,390	471,531	1,707,921
1995	823,969	413,997	1,237,966	474,100	1,712,066
1996	824,038	414,020	1,238,058	476,696	1,714,754
1997	822,926	413,489	1,236,415	479,037	1,716,452
1998	820,520	412,382	1,232,902	481,161	1,714,063
1999	816,958	410,725	1,227,683	482,948	1,710,631
2000	812,238	408,556	1,220,794	484,389	1,705,183
2001	806,588	405,960	1,212,548	485,500	1,698,048

[1] Includes Grade 9 and 10 students enrolled in separate schools.

CHART 3.3

PROJECTIONS OF SCHOOL ENROLMENT BASED ON LIVE BIRTHS

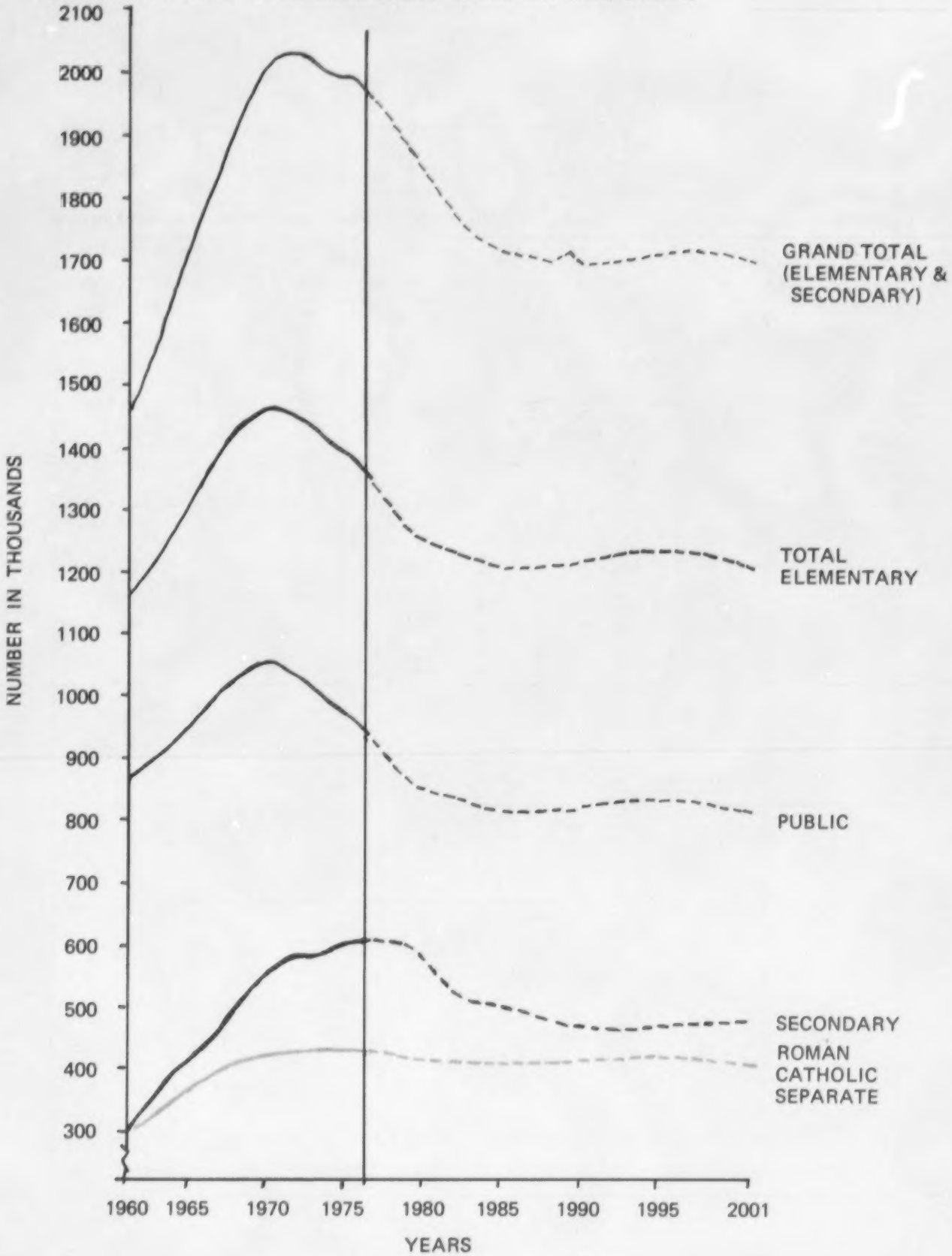


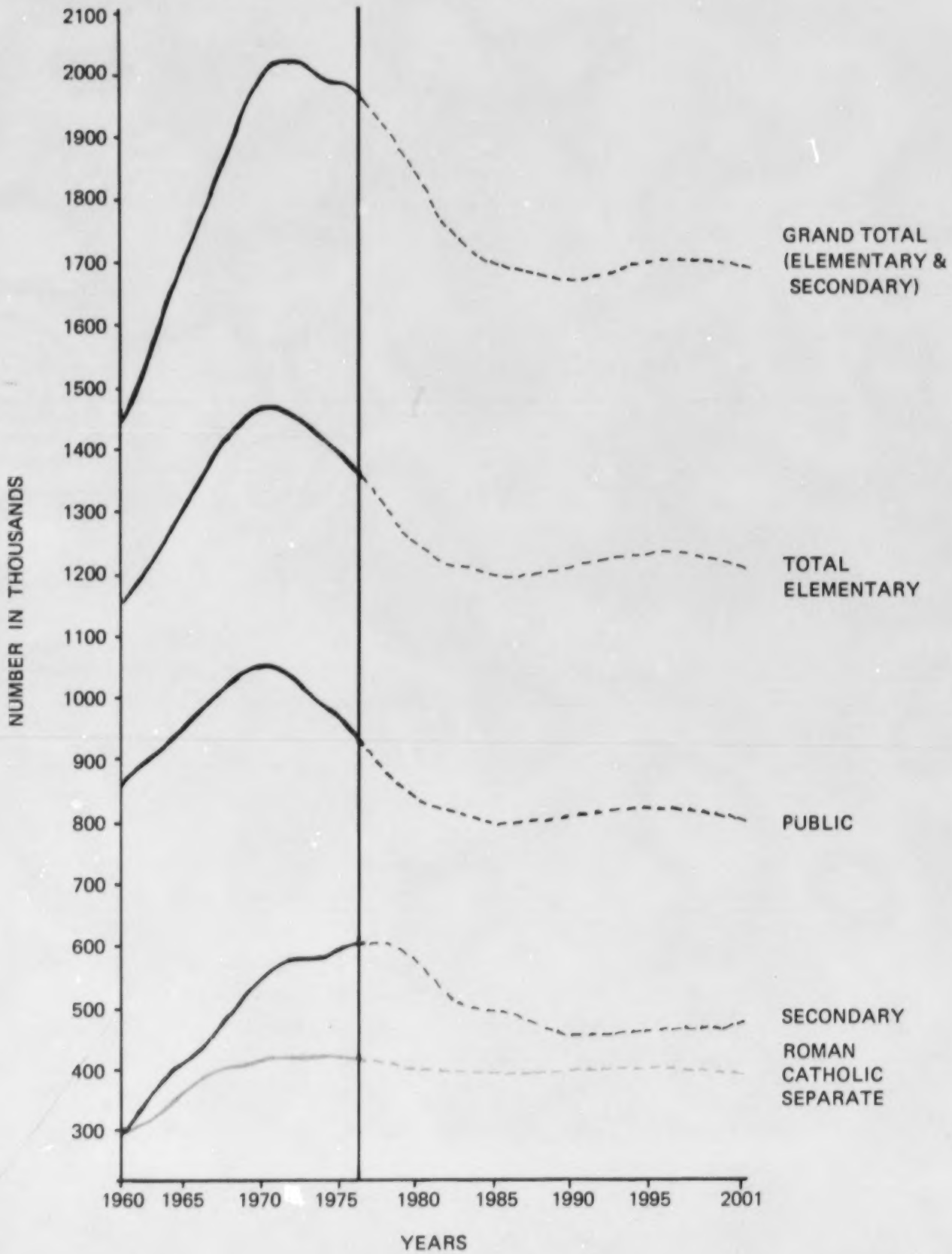
TABLE 3.5

PROJECTIONS OF SCHOOL ENROLMENT BASED ON NUMBER OF SIX-YEAR OLDS

YEAR	PUBLIC SCHOOLS	SEPARATE SCHOOLS	TOTAL ELEMENTARY SCHOOLS	SECONDARY SCHOOLS	TOTAL ENROLMENT
1976	937,292	422,793	1,360,085	613,055	1,973,140
1977	907,777	421,619	1,329,396	613,830	1,943,226
1978	875,933	416,197	1,292,130	613,274	1,905,404
1979	850,421	410,859	1,261,280	603,415	1,864,695
1980	833,844	407,289	1,241,133	583,206	1,824,339
1981	822,677	405,061	1,227,738	557,412	1,785,150
1982	816,290	404,458	1,220,748	531,581	1,752,329
1983	809,652	404,065	1,213,717	514,224	1,727,941
1984	801,575	402,956	1,204,531	508,522	1,713,053
1985	796,826	401,813	1,198,639	505,703	1,704,342
1986	796,488	401,478	1,197,966	502,974	1,700,940
1987	798,273	401,389	1,200,112	494,843	1,694,955
1988	802,017	403,298	1,205,315	482,814	1,688,129
1989	804,673	404,614	1,209,287	474,322	1,683,609
1990	809,755	406,941	1,216,696	467,093	1,683,789
1991	812,957	408,515	1,221,472	466,797	1,688,269
1992	816,053	410,256	1,226,309	468,548	1,694,857
1993	818,617	411,440	1,230,057	471,181	1,701,238
1994	820,623	412,365	1,232,988	473,783	1,706,771
1995	822,062	412,978	1,235,040	476,101	1,711,141
1996	822,693	413,207	1,235,900	477,244	1,713,144
1997	822,466	412,978	1,235,218	478,476	1,713,694
1998	820,466	412,189	1,232,655	479,970	1,712,625
1999	817,028	410,714	1,227,742	482,292	1,710,034
2000	812,232	408,620	1,220,852	484,937	1,705,789
2001	806,379	405,960	1,212,339	487,361	1,699,700

CHART 3.4

PROJECTIONS OF SCHOOL ENROLMENT BASED ON SIX YEAR OLDS



The grade-cohort-survival method of projection also provided the enrolment projections by grade. These are extremely important data to management staff of the school system, but not of direct interest in this general discussion of future conditions. The enrolment projections by grade are to be found in Statistical Appendix #8.

To make the projections of enrolment levels useful, it remains to specify where in Ontario the enrolment changes will take place. In this enormous province, provincial changes in enrolments are not expected to approximate changes in the jurisdiction of a given board. Projections of enrolment at the level of the school board to the year 2001 are available in Statistical Appendix #8. They were prepared using the same cohort-survival method applied to actual and projected live births. They give for each board a long-range perspective up to 2001, based on past and present live birth and grade retention rates. It may be that short-range developments will differ somewhat from the long-term projections, but it is expected they will, in general, follow the long-term trend. Enrolment projections at the local level, of course, require information about and familiarity with local social and economic conditions and seldom extend past a short term of one to three years. They must, in the final analysis, be the products of local administrators or planners. However, for those boards that do not already have projections they consider better than those offered here, a first estimate of future enrolments can be produced by making such adjustments in the Commission's projections as seem appropriate in light of what is known about local conditions and trends. In the case of the small boards of northern Ontario, the projections were done "manually" (i.e., not by computer model), and do not extend to the end of the century. The variability of conditions there causes probability of error in long-run projections to be so high as to make the effort foolhardy.

These projections by boards should be reviewed and revised annually, by the boards and by the Ministry of Education as has been done to date for them under contract by the Department of Educational Planning of the Ontario Institute for Studies in Education. Separate projections should now be done for the schools for French language and

English language schools, and of course for Northern Ontario, in order that the series of projections begun by my Commission may be continued.

The projected total enrolments by board are presented separately for public schools, separate schools and secondary schools in Tables 3.6, 3.7 and 3.8 respectively, for the years 1971, 1977, 1991, 1996 and 2001, (as indicated earlier, projected enrolments by grade for each year are to be found in Statistical Appendix #8). The oft noted wide variations in decline and growth across the boards become more marked as the years go by. But there is a pattern in this variation, and it at least seems stable: heavy losses in northern and eastern Ontario, stable enrolments in many parts of central Ontario, and substantial growth, for the near future at least, in suburban areas adjoining the metropolitan centres. It is also to be noted that separate school declines are generally much less common than public school declines and tend to be much less severe in the cases where they do appear. There is an important qualifier to this generalization, however. The difference in enrolment changes between separate and public schools does not appear to reflect a birth phenomenon, but rather a persistent and significant shift of enrolments from public schools to separate schools, in keeping with the long-term objective of the separate schools to provide a Roman Catholic education for every Roman Catholic child in the province.

The most dramatic pattern is the decline in public school and secondary school enrolments in all the big cities. The school systems in many urban areas will be drastically reduced before the end of the century, barring some remarkable change in urban development plans or in consumer choices in housing. Nevertheless, our inner cities apparently are not suffering from any flight from them by families or single adults. Instead, they seem, for the most part, to be experiencing the growing-up of the previous generation of children and the construction of real estate development that does not offer facilities for new young families.

Charts 3.5 to 3.34 depict the percentage losses and gains (losses red, gains blue) from 1971 to each of the years shown and from 1977 to each of these years for each board. These bar-graphs quite dramatically demonstrate the different impacts of the declining enrolments that will

TABLE 3.6

ACTUAL AND PROJECTED CHANGE IN PUBLIC ELEMENTARY SCHOOL ENROLMENT BY COUNTIES AND DISTRICTS, 1971-2001

COUNTY / DISTRICT	ACTUAL		PROJECTED				CHANGE															
	1971	1976	1986	1991	1996	2001	1971-86		1971-91		1971-96		1971-2001		1976-86		1976-91		1976-96		1976-2001	
	NO.	NO.	NO.	NO.	NO.	NO.	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
ALGOMA	15,668	13,199	11,555	11,898	12,024	11,749	- 4,113	-27.53	- 3,770	-24.06	- 3,644	-25.26	- 3,919	-25.01	- 1,844	-13.97	- 1,301	- 9.86	- 1,175	- 8.90	- 1,450	-10.99
BRANT	13,206	12,091	11,531	11,698	11,795	11,501	- 1,675	-12.68	- 1,508	-11.42	- 1,411	-10.69	- 1,696	- 12.84	- 560	- 4.63	- 393	- 3.25	- 296	- 2.45	- 581	- 4.81
BRUCE	7,581	7,995	9,031	9,434	9,538	9,338	+ 1,450	+19.13	+ 1,853	+24.44	+ 1,957	+25.82	+ 1,757	+ 23.18	+ 1,038	+12.99	+ 1,441	+18.03	+ 1,545	+19.33	+ 1,345	+16.83
CARLETON[1]	22,262	23,464	24,258	27,669	31,267	33,831	+ 1,976	+ 8.87	+ 5,387	+24.18	+ 8,985	+40.32	+ 11,569	+ 51.83	+ 794	+ 3.38	+ 4,205	+17.92	+ 7,803	+33.26	+10,367	+44.18
COCHRANE	6,908	6,760	6,193	5,944	5,888	5,755	- 715	-10.35	- 964	-13.96	- 1,020	-14.77	- 1,153	- 16.69	- 567	- 8.39	- 816	-12.07	- 872	-12.90	- 1,005	-14.87
DUFFERIN	4,045	4,745	5,750	6,577	7,367	8,299	+ 1,707	+42.22	+ 2,534	+62.68	+ 3,324	+82.16	+ 4,256	+105.27	+ 1,005	+21.18	+ 1,832	+38.61	+ 2,622	+59.47	+ 3,554	+74.90
DURHAM	52,617	50,905	52,079	55,544	54,817	54,904	- 578	- 1.77	+ 887	+ 2.72	+ 2,160	+ 6.61	+ 2,347	+ 7.06	+ 1,174	+ 5.80	+ 2,639	+ 8.54	+ 3,912	+12.66	+ 4,059	+15.15
ELGIN	9,845	9,484	8,832	8,979	9,068	8,866	- 1,013	-10.29	- 866	- 8.80	- 777	- 7.89	- 979	- 9.95	- 652	- 6.88	- 505	- 5.33	- 416	- 4.39	- 618	- 6.52
ESSEX[2]	11,168	10,529	9,659	9,145	8,584	7,427	- 1,509	-13.51	- 2,023	-18.11	- 2,584	-24.95	- 3,741	- 33.50	- 870	- 8.26	- 1,384	-13.15	- 2,145	-20.37	- 3,102	-29.46
FRONTENAC	13,625	10,928	8,581	8,418	8,118	7,564	- 5,044	-37.02	- 5,207	-38.22	- 5,507	-40.42	- 6,061	- 44.48	- 2,347	-21.48	- 2,510	-22.97	- 2,810	-25.71	- 3,364	-30.78
GREY	10,950	10,053	9,550	10,080	10,494	10,559	- 1,410	-12.87	- 880	- 8.03	- 466	- 4.25	- 401	- 3.66	- 503	- 5.00	+ 27	+ 0.27	+ 441	+ 4.39	+ 506	+ 5.03
HALDIMAND	5,465	4,631	4,091	4,181	4,198	4,081	- 1,374	-25.14	- 1,284	-23.50	- 1,267	-23.18	- 1,384	- 25.33	- 540	-11.66	- 450	- 9.72	- 433	- 9.35	- 550	-11.88
HALIBURTON	1,741	1,582	1,652	1,739	1,840	1,887	- 89	- 5.11	- 2	- 0.12	+ 99	+ 5.69	+ 146	+ 8.39	+ 60	+ 3.77	+ 147	+ 9.23	+ 248	+15.58	+ 295	+18.53
HALTON	52,686	50,207	29,018	50,497	51,898	52,226	- 3,668	-11.22	- 2,189	- 6.70	+ 788	+ 2.41	+ 460	+ 1.41	- 1,189	- 3.94	+ 290	+ 0.96	+ 1,691	+ 5.60	+ 2,019	+ 6.68
HASTINGS	15,183	12,728	11,770	11,867	12,004	11,747	- 3,413	-22.48	- 3,316	-21.84	- 3,179	-20.94	- 3,436	- 22.63	- 958	- 7.53	- 861	- 6.77	- 724	- 5.69	- 981	- 7.71
HURON	8,491	7,395	7,395	7,509	7,625	7,498	- 1,096	-12.91	- 982	-11.57	- 866	-10.20	- 993	- 11.70	---	---	+ 114	+ 1.54	+ 230	+ 3.11	+ 103	+ 1.39
KENORA	8,050	6,837	6,146	6,183	6,186	5,939	- 1,904	-23.65	- 1,867	-23.19	- 1,884	-23.40	- 2,111	- 26.22	- 691	-10.11	- 654	- 9.57	- 671	- 9.81	- 898	-13.13
KENT	15,807	11,782	10,967	10,966	10,868	10,413	- 2,840	-20.57	- 2,841	-20.58	- 2,739	-21.29	- 5,394	- 24.58	- 815	- 6.92	- 816	- 6.93	- 914	- 7.76	- 1,369	-11.62
LAMBTON	16,761	14,161	13,658	13,923	14,039	13,700	- 3,123	-18.63	- 2,838	-16.93	- 2,722	-16.24	- 3,061	- 18.26	- 523	- 3.69	- 238	- 1.68	- 122	- 0.86	- 461	- 3.26
LANARK	5,858	5,250	4,821	4,812	4,758	4,510	- 1,037	-17.70	- 1,046	-17.86	- 1,120	-19.12	- 1,348	- 23.01	- 429	- 8.17	- 438	- 8.34	- 512	- 9.75	- 740	-14.10
LEEDS & GRENVILLE	11,830	10,240	9,465	9,439	9,277	8,817	- 2,365	-19.99	- 2,391	-20.21	- 2,553	-21.58	- 3,013	- 25.47	- 775	- 7.57	- 801	- 7.82	- 963	- 9.40	- 1,423	-13.90
LENNOX & ADDINGTON	5,503	5,254	5,057	5,212	5,265	5,146	- 446	- 8.11	- 291	- 5.29	- 238	- 4.33	- 357	- 6.49	- 197	- 3.75	- 42	- 0.80	+ 11	+ 0.21	- 108	- 2.06
LINCOLN	22,648	20,454	17,086	16,952	16,535	15,581	- 5,562	-24.56	- 5,696	-25.15	- 6,113	-26.99	- 7,067	- 31.20	- 3,368	-16.58	- 3,502	-17.04	- 3,899	-19.08	- 4,853	-23.75
MANITOULIN	1,424	1,205	1,101	1,122	1,126	1,104	- 323	-22.68	- 302	-21.21	- 298	-20.93	- 320	- 22.47	- 102	- 8.48	- 81	- 6.73	- 77	- 6.40	- 99	- 8.23
MIDDLESEX[3]	9,464	8,193	8,196	8,461	8,563	8,377	- 1,268	-13.40	- 1,003	-10.60	- 901	- 9.52	- 1,087	- 11.49	+ 3	+ 0.04	+ 268	+ 3.27	+ 370	+ 4.52	+ 184	+ 2.25
MUSKOKA	5,641	5,140	5,138	5,526	5,939	6,155	- 503	- 8.92	- 115	- 2.04	+ 298	+ 5.28	+ 514	+ 9.11	- 2	- 0.04	+ 386	+ 7.51	+ 799	+15.55	+ 1,015	+19.75
NIPISSING	7,585	6,367	5,398	5,491	5,555	5,433	- 1,987	-26.91	- 1,894	-25.65	- 1,830	-24.78	- 1,952	- 26.43	- 969	-15.22	- 876	-13.76	- 812	-12.75	- 934	-14.67
NORFOLK	7,986	6,471	5,707	5,810	5,857	5,670	- 2,279	-28.54	- 2,176	-27.25	- 2,149	-26.91	- 2,310	- 28.93	- 764	-11.81	- 661	-10.22	- 614	- 9.80	- 795	-12.29
NORTHUMBERLAND & NEWCASTLE	15,187	13,583	13,302	14,172	14,947	14,911	- 1,885	-12.41	- 1,015	- 6.68	- 240	- 1.58	- 276	- 1.82	- 81	- 0.61	+ 789	+ 5.90	+ 1,564	+11.69	+ 1,328	+11.42
OXFORD	12,842	10,862	10,512	10,643	10,870	10,754	- 2,330	-18.14	- 2,199	-17.12	- 1,972	-15.36	- 2,088	- 16.26	- 350	- 3.22	- 219	- 2.02	+ 8	+ 0.07	- 108	- 0.99
PARRY SOUND	5,904	5,248	4,617	4,773	4,823	4,775	- 1,287	-21.80	- 1,131	-19.16	- 1,081	-18.31	- 1,179	- 19.97	- 631	-12.02	- 475	- 9.05	- 425	- 8.10	- 523	- 9.97
PEEL	45,911	52,527	61,459	62,023	67,767	71,720	+ 15,528	+33.82	+ 16,112	+35.09	+ 21,856	+47.61	+ 25,809	+ 56.22	+ 8,932	+16.97	+ 9,496	+18.08	+15,240	+29.01	+19,193	+36.54
PERTH	9,776	8,279	7,613	7,826	7,986	7,824	- 2,166	-22.16	- 1,950	-19.95	- 1,790	-18.31	- 1,952	- 19.97	- 669	- 8.08	- 453	- 5.47	- 293	- 3.54	- 455	- 5.50
PETERBOROUGH	15,145	11,839	11,310	11,665	11,800	11,549	- 1,835	-13.96	- 1,480	-11.26	- 1,345	-10.23	- 1,596	- 12.14	- 529	- 4.47	- 174	- 1.47	- 39	- 0.33	- 290	- 2.45
PRESCOTT & RUSSEL	1,000	1,273	1,448	1,507	1,526	1,498	+ 448	+44.80	+ 507	+50.70	+ 526	+52.60	+ 498	+ 49.80	+ 175	+13.75	+ 234	+18.38	+ 253	+19.87	+ 225	+17.68
PRINCE EDWARD	3,795	2,994	2,489	2,529	2,558	2,501	- 1,306	-34.41	- 1,266	-33.36	- 1,237	-32.60	- 1,294	- 34.10	- 505	-16.87	- 465	-15.53	- 436	-14.56	- 493	-16.47
RAINY RIVER	5,961	5,409	2,820	2,689	2,567	2,469	- 1,141	-28.81	- 1,272	-32.11	- 1,394	-35.19	- 1,492	- 37.67	- 589	-17.28	- 720	-21.12	- 842	-24.70	- 940	-27.57
RENFREW	9,553	8,013	6,841	6,986	7,054	6,889	- 2,712	-28.39	- 2,567	-26.87	- 2,499	-26.16	- 2,664	- 27.89	- 1,172	-14.63	- 1,027	-12.82	- 959	-11.97	- 1,124	-14.03
SIMCOE	27,146	27,564	30,916	32,454	34,898	35,232	+ 3,770	+13.89	+ 5,308	+19.55	+ 7,752	+28.56	+ 8,086	+ 29.79	+ 3,352	+12.16	+ 4,890	+17.74	+ 7,334	+26.61	+ 7,668	+27.82
STORMONT, DUNDAS & GLENGARRY	8,545	7,072	6,287	6,456	6,526	6,588	- 2,358	-27.25	- 2,189	-25.32	- 2,119	-24.51	- 2,257	- 26.11	- 785	-11.10	- 616	- 8.71	- 546	- 7.72	- 684	- 9.67
SUDBURY	24,270	24,059	9,580	9,157	8,876	8,512	- 8,690	-47.56	- 9,113	-49.88	- 9,394	-51.42	- 9,758	- 53.41	- 4,479	-31.86	- 4,902	-34.87	- 5,183	-36.87	- 5,547	-39.46
THUNDER BAY	18,500	15,906	13,142	12,938	12,535	11,729	- 5,358	-28.96	- 5,562	-30.07	- 5,965	-32.24	- 6,771	- 36.60	- 2,764	-17.38	- 2,968	-18.66	- 3,371	-21.19	- 4,177	-26.26
TIMISKAMING	5,407	4,098	2,941	2,629	2,455	2,377	- 2,466	-45.61	- 2,778	-51.38	- 2,952	-54.60	- 3,030	- 56.04	- 1,157	-28.23	- 1,469	-35.85	- 1,643	-40.09	- 1,721	-42.00
VICTORIA	6,153	6,100	6,541	6,902	6,985	6,833	+ 408	+ 6.65	+ 769	+12.54	+ 852	+13.89	+ 700	+ 11.41	+ 441	+ 7.25	+ 802	+13.15	+ 885	+14.51	+ 733	+12.02
WATERLOO	31,949	31,942	32,636	33,285	33,659	32,941	+ 687	+ 2.15	+ 1,336	+ 4.18	+ 1,710	+ 5.35	+ 992	+ 3.11	+ 694	+ 2.17	+ 1,341	+ 4.20	+ 1,717	+ 5.38	+ 999	+ 3.13
WELLAND	24,340	19,882	16,399	16,268	15,853	14,936	- 7,941	-32.63	- 8,072	-33.16	- 8,487	-34.87	- 9,404	- 38.64	- 3,483	-17.52	- 3,614	-18.18	- 4,029	-20.27	- 4,946	-24.88
WELLINGTON	15,567	14,886	15,615	16,471	16,830	16,472	+ 48	+ 0.31	+ 904	+ 5.81	+ 1,263	+ 8.11	+ 905	+ 5.81	+ 729	+ 4.90	+ 1,585	+10.65	+ 1,944	+13.06	+ 1,586	+10.65
WENTWORTH[4]	15,413	12,259	10,587	10,447	10,202	9,708	- 4,826	-31.31	- 4,966	-32.22	- 5,211	-33.81	- 5,705	- 37.01	- 1,672	-13.64	- 1,812	-14.78	- 2,057	-16.78	- 2,551	-20.81
YORK[5]	50,036	27,298	28,207	29,598	31,772	32,851	- 1,829	- 6.09	- 438	- 1.46	+ 1,736	+ 5.78	+ 2,797	+ 9.31	+ 909	+ 3.33	+ 2,300	+ 8.43	+ 4,474	+16.39	+ 5,535	+20.28
HAMILTON	34,178	28,189	22,844	22,064	20,919	19,436	- 11,334	-33.16	- 12,114	-35.44	- 13,259	-38.79	- 14,742	- 43.13	- 5,345	-18.96	- 6,125	-21.73	- 7,270	-25.79	- 8,753	-31.05
LONDON	30,954	26,856	23,178	22,666	22,708	22,181	- 7,776	-25.12	- 8,288	-26.78	- 8,246	-26.64	- 8,773	- 28.34	- 3,678	-13.70	- 4,190	-15.60	- 4,148	-15.45	- 4,675	-17.41
METRO TORONTO	266,156	215,963	151,529	144,021	141,514	134,818	-114,627	-43.07	-122,135	-45.89	-124,642	-46.83	-131,338	- 49.35	- 64,434	-29.84	- 71,942	-33.31	- 74,449	-34.47	- 81,145	-37.57
OTTAWA	25,119	19,835	14,735	13,405	12,626	12,192	- 10,384	-41.34	- 11,714	-46.63	- 12,493	-49.74	- 12,927	- 51.46	- 5,100	-25.71	- 6,430	-32.42	- 7,209	-36.35	- 7,643	-38.53
WINDSOR	18,318	15,011	11,882	11,553	11,165	10,432	- 6,436	-35.14	- 6,765	-36.93	- 7,153	-39.05	- 7,886	- 43.05	- 3,129	-20.85	- 3,458	-23.04	- 3,846	-25.62	- 4,579	-30.50
ONTARIO TOTAL	1,034,705	902,783	802,872	808,201	821,854	810,012	-231,831	-22.41	-226,502	-21.89	-212,849	-20.57	-224,691	- 21.72	-99,911	-11.07	-94,582	-10.48	-80,929	- 8.96	-92,771	-10.28

[1] EXCLUDING OTTAWA

[2] EXCLUDING WINDSOR

[3] EXCLUDING LONDON

[4] EXCLUDING HAMILTON

[5] EXCLUDING METRO TORONTO

TABLE 5.7

ACTUAL AND PROJECTED CHANGE IN ROMAN CATHOLIC SEPARATE SCHOOL ENROLMENT BY COUNTIES AND DISTRICTS, 1971 2001

COUNTY / DISTRICT	ACTUAL		PROJECTED				CHANGE																	
							1971-86		1971-91		1971-96		1971-2001		1977 86		1977-91		1977-96		1977-2001		1986-2001	
	1971	1977	1986	1991	1996	2001																		
	NO.	NO.	NO.	NO.	NO.	NO.	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
ALGOMA	11,618	10,278	9,205	9,551	9,671	9,478	- 2,415	- 20.77	- 2,067	- 17.79	- 1,947	- 16.76	- 2,140	- 18.42	- 1,073	-10.44	- 727	- 7.07	- 607	- 5.91	- 800	- 7.78	+ 273	+ 2.97
BRANT	5,801	5,545	5,633	5,689	5,736	5,661	- 168	- 4.42	- 112	- 2.95	- 65	- 1.71	- 140	- 5.68	+ 88	+ 2.48	+ 144	+ 4.06	+ 191	+ 5.39	+ 116	+ 5.27	+ 28	+ 0.77
BRUCE	1,975	2,266	3,134	3,197	3,249	3,210	+ 1,159	+ 58.68	+ 1,222	+ 61.87	+ 1,274	+ 64.51	+ 1,235	+ 62.53	+ 868	+38.31	+ 931	+41.09	+ 983	+ 43.38	+ 944	+ 41.66	+ 76	+ 2.43
CARLETON[1]	11,565	16,105	18,955	20,708	22,568	24,337	+ 7,388	+ 63.88	+ 9,145	+ 79.06	+11,005	+ 95.14	+12,772	+110.44	+ 2,848	+17.68	+ 4,605	+28.58	+ 6,465	+ 40.15	+ 8,232	+ 51.12	+ 5,584	+28.41
COCHRANE	14,136	11,720	9,558	9,189	9,111	6,890	- 4,578	- 32.39	- 4,947	- 35.00	- 5,025	- 35.55	- 5,246	- 37.11	- 2,162	-18.45	- 2,551	-21.60	- 2,609	- 22.26	- 2,830	- 24.15	- 668	- 6.99
DUFFERIN	242	451	747	875	1,003	1,097	+ 505	+208.68	+ 633	+261.57	+ 761	+314.46	+ 855	+353.31	+ 296	+65.63	+ 424	+94.01	+ 552	+122.40	+ 646	+143.24	+ 350	+46.85
DURHAM	9,068	8,749	9,715	10,165	10,540	10,591	+ 647	+ 7.14	+ 1,097	+ 12.10	+ 1,472	+ 16.23	+ 1,523	+ 16.80	+ 966	+11.04	+ 1,416	+16.19	+ 1,791	+ 20.47	+ 1,842	+ 21.05	+ 876	+ 9.02
ELGIN	1,829	1,668	1,578	1,604	1,613	1,577	- 251	- 13.72	- 225	- 12.30	- 216	- 11.81	- 252	- 13.78	- 90	- 5.40	- 64	- 3.84	- 55	- 3.30	- 91	- 5.46	- 1	- 0.06
ESSEX[2]	10,280	10,288	9,105	8,817	8,294	7,386	- 1,175	- 11.43	- 1,463	- 14.23	- 1,986	- 19.32	- 2,894	- 28.15	- 1,185	-11.50	- 1,471	-14.30	- 1,994	- 19.38	- 2,902	- 28.21	- 1,719	-18.88
FRONTENAC-LENNOX & ADDINGTON	4,858	4,595	4,773	4,740	4,634	4,401	+ 715	+ 17.62	+ 682	+ 16.81	+ 576	+ 14.19	+ 343	+ 8.45	+ 234	+ 5.16	+ 201	+ 4.43	+ 95	+ 2.09	- 138	- 3.04	- 372	- 7.79
GREY	943	1,028	1,270	1,342	1,388	1,403	+ 327	+ 34.68	+ 399	+ 42.31	+ 445	+ 47.19	+ 460	+ 48.78	+ 242	+23.54	+ 314	+30.55	+ 360	+ 35.02	+ 375	+ 36.48	+ 133	+10.47
HALDIMAND-NORFOLK	2,816	2,637	2,525	2,581	2,594	2,524	- 291	- 10.33	- 235	- 8.35	- 222	- 7.88	- 292	- 10.37	- 112	- 4.25	- 56	- 2.12	- 43	- 1.63	- 113	- 4.29	- 1	- 0.04
HALTON	7,806	8,731	9,923	10,412	10,928	11,095	+ 2,117	+ 27.12	+ 2,606	+ 33.39	+ 3,122	+ 40.00	+ 3,289	+ 42.13	+ 1,192	+13.65	+ 1,681	+19.25	+ 2,197	+ 25.16	+ 2,364	+ 27.08	+ 1,172	+11.81
HASTINGS	5,822	3,602	5,350	5,381	5,413	5,368	- 468	- 12.25	- 441	- 11.54	- 409	- 10.70	- 474	- 12.40	- 248	- 6.89	- 221	- 6.14	- 189	- 5.25	- 254	- 7.05	- 6	- 0.18
HURON	1,572	1,375	1,192	1,215	1,240	1,219	- 380	- 24.17	- 357	- 22.71	- 332	- 21.12	- 353	- 22.46	- 181	-13.18	- 158	-11.51	- 133	- 9.69	- 156	- 11.22	+ 27	+ 2.27
KENORA	1,857	1,712	1,552	1,561	1,552	1,489	- 305	- 16.42	- 296	- 15.94	- 305	- 16.42	- 368	- 19.82	- 160	- 9.35	- 151	- 8.82	- 160	- 9.35	- 223	- 13.03	- 65	- 4.06
KENT	5,930	5,705	5,143	5,137	5,092	4,881	- 787	- 13.27	- 793	- 13.37	- 838	- 14.13	- 1,049	- 17.69	- 560	- 9.82	- 566	- 9.93	- 611	- 10.71	- 822	- 14.41	- 262	- 5.09
LAMBTON	5,367	5,691	6,164	6,301	6,329	6,171	+ 797	+ 14.85	+ 934	+ 17.40	+ 962	+ 17.92	+ 804	+ 14.98	+ 473	+ 8.31	+ 610	+10.72	+ 638	+ 11.21	+ 480	+ 8.43	+ 7	+ 0.11
LANARK	1,545	1,227	1,052	1,053	1,035	982	- 493	- 31.91	- 492	- 31.85	- 510	- 33.01	- 563	- 36.44	- 175	-14.26	- 174	-14.18	- 192	- 15.65	- 245	- 19.97	- 70	- 6.65
LEEDS & GRENVILLE	1,944	1,659	1,414	1,414	1,386	1,319	- 530	- 27.26	- 530	- 27.26	- 558	- 28.70	- 625	- 32.15	- 245	-14.77	- 245	-14.77	- 273	- 16.46	- 340	- 20.49	- 95	- 6.72
LINCOLN	8,441	8,422	7,726	7,647	7,462	7,042	- 715	- 8.47	- 794	- 9.41	- 979	- 11.60	- 1,399	- 16.57	- 696	- 8.26	- 775	- 9.20	- 960	- 11.40	- 1,380	- 16.39	- 684	- 8.85
MANITOULIN	140	110	109	109	112	107	- 31	- 22.14	- 31	- 22.14	- 28	- 20.00	- 33	- 23.57	- 1	- 0.91	- 1	- 0.91	+ 2	+ 1.82	- 3	- 2.73	- 2	- 1.84
MIDDLESEX[3]	10,941	10,947	10,169	10,293	10,392	10,157	- 772	- 7.06	- 648	- 5.92	- 549	- 5.02	- 784	- 7.17	- 778	- 7.11	- 654	- 5.97	- 555	- 5.07	- 790	- 7.22	- 12	- 0.12
NIPISSING	10,853	8,942	7,735	7,895	7,910	7,736	- 3,118	- 28.73	- 3,008	- 27.72	- 2,943	- 27.12	- 3,119	- 28.74	- 1,207	-13.50	- 1,047	-12.27	- 1,032	- 11.54	- 1,208	- 13.51	- 1	- 0.01
NORTHUMBERLAND & NEWCASTLE	1,651	1,771	1,811	1,923	2,025	2,028	+ 160	+ 9.69	+ 272	+ 16.48	+ 374	+ 22.65	+ 377	+ 22.84	+ 40	+ 2.26	+ 152	+ 8.58	+ 254	+ 14.34	+ 257	+ 14.51	+ 217	+11.98
OXFORD	2,129	2,121	1,959	1,975	2,017	1,988	- 170	- 7.99	- 154	- 7.23	- 112	- 5.26	- 141	- 6.62	- 162	- 7.64	- 146	- 6.88	- 104	- 4.90	- 133	- 6.27	+ 29	+ 1.48
PEEL	11,058	24,235	58,090	42,837	47,063	49,848	+27,032	+244.46	+31,779	+287.39	+36,005	+325.60	+38,790	+350.79	+13,855	+57.17	+18,602	+76.76	+22,828	+ 94.19	+25,613	+105.69	+11,758	+30.87
PERTH	1,926	1,461	1,406	1,446	1,473	1,446	- 520	- 27.00	- 480	- 24.92	- 453	- 23.52	- 480	- 24.92	- 55	- 3.77	- 15	- 1.03	+ 12	+ 0.82	- 15	- 1.03	+ 40	+ 2.85
PETERBOROUGH	4,340	3,482	2,676	2,749	2,788	2,734	- 1,664	- 38.34	- 1,591	- 36.66	- 1,552	- 35.76	- 1,606	- 37.01	- 806	-23.15	- 733	-21.05	- 694	- 19.93	- 748	- 21.48	+ 58	+ 2.17
PRESCOTT & RUSSELL	8,559	7,046	7,205	7,315	7,387	7,223	- 1,354	- 15.82	- 1,244	- 14.53	- 1,172	- 13.69	- 1,336	- 15.61	+ 159	+ 2.26	+ 269	+ 3.82	+ 341	+ 4.84	+ 177	+ 2.51	+ 18	+ 0.25
PRINCE EDWARD	121	147	173	174	174	172	+ 52	+ 42.98	+ 53	+ 43.80	+ 53	+ 43.80	+ 51	+ 42.15	+ 26	+17.69	+ 27	+18.37	+ 27	+ 18.37	+ 25	+ 17.01	- 1	- 0.58
RAINY RIVER	1,202	1,026	822	786	753	720	- 380	- 31.61	- 416	- 34.61	- 449	- 37.35	- 482	- 40.10	- 204	-19.88	- 240	-23.39	- 273	- 26.61	- 306	- 29.83	- 102	-12.41
RENFREW	7,292	5,759	4,596	4,684	4,730	4,622	- 2,696	- 36.97	- 2,608	- 35.77	- 2,562	- 35.13	- 2,670	- 36.62	- 1,163	-20.19	- 1,075	-18.67	- 1,029	- 17.87	- 1,137	- 19.74	+ 26	+ 0.57
SIMCOE	5,864	5,778	6,322	6,899	7,470	7,563	+ 458	+ 7.81	+ 1,035	+ 17.65	+ 1,606	+ 27.39	+ 1,699	+ 28.97	+ 544	+ 9.42	+ 1,121	+19.40	+ 1,692	+ 29.28	+ 1,785	+ 30.89	+ 1,241	+19.63
STORMONT, DUNDAS & GLENGARRY	11,025	8,851	8,051	8,263	8,337	8,134	- 2,974	- 26.98	- 2,762	- 25.05	- 2,688	- 24.38	- 2,891	- 26.22	+ 800	+ 9.04	+ 588	+ 6.64	+ 514	+ 5.81	+ 717	+ 8.10	+ 83	+ 1.05
SUDBURY	27,130	25,155	20,616	19,791	19,167	18,344	- 6,514	- 24.01	- 7,339	- 27.05	- 7,963	- 29.35	- 8,786	- 32.38	- 4,539	-18.04	- 5,364	-21.32	- 5,988	- 23.80	- 6,811	- 27.08	- 2,272	-11.02
THUNDER BAY	9,035	9,165	8,446	8,296	8,049	7,552	- 589	- 6.52	- 739	- 8.18	- 986	- 10.91	- 1,483	- 16.41	- 719	- 7.85	- 869	- 9.48	- 1,116	- 12.18	- 1,613	- 17.60	- 894	-10.59
TIMISKAMING	4,342	3,413	2,555	2,291	2,146	2,077	- 1,787	- 41.16	- 2,051	- 47.24	- 2,196	- 50.58	- 2,265	- 52.17	- 858	-25.14	- 1,122	-32.87	- 1,267	- 37.12	- 1,336	- 39.14	- 478	-18.71
VICTORIA	532	584	717	764	773	758	+ 185	+ 34.77	+ 232	+ 43.61	+ 241	+ 45.30	+ 226	+ 42.48	+ 123	+20.71	+ 179	+28.62	+ 179	+ 30.14	+ 174	+ 27.61	+ 41	+ 5.72
WATERLOO	16,640	16,549	15,247	15,538	15,754	15,484	- 1,393	- 8.37	- 1,102	- 6.62	- 886	- 5.33	- 1,156	- 6.95	- 1,302	- 7.87	- 1,011	- 6.11	- 795	- 4.80	- 1,065	- 6.44	+ 237	+ 1.55
WELLAND	12,292	11,629	9,947	9,877	9,625	9,072	- 2,345	- 19.08	- 2,415	- 19.65	- 2,667	- 21.70	- 3,220	- 26.20	- 1,682	-14.46	- 1,752	-15.07	- 2,004	- 17.23	- 2,557	- 21.99	- 875	- 8.80
WELLINGTON	5,183	4,941	4,566	4,823	4,960	4,880	- 617	- 11.90	- 360	- 6.95	- 223	- 4.30	- 303	- 5.85	- 375	- 7.59	- 118	2.39	+ 19	+ 0.39	- 61	- 1.24	+ 314	+ 6.88
WENTWORTH[4]	23,927	21,453	17,294	16,757	16,251	15,687	- 6,633	- 27.72	- 7,170	- 29.97	- 7,676	- 32.08	- 8,240	- 34.44	- 4,159	-19.39	- 4,696	-21.89	- 5,202	- 24.25	- 5,766	- 26.88	- 1,607	- 9.29
YORK[5]	4,928	8,551	13,245	13,836	15,056	15,655	+ 8,317	+168.77	+ 8,908	+180.76	+10,128	+205.52	+10,727	+217.68	+ 4,694	+54.89	+ 5,285	+61.81	+ 6,505	+ 76.07	+ 7,104	+ 83.08	+ 2,410	+18.20
METRO TORONTO	81,780	91,028	79,016	77,052	76,278	73,183	- 2,764	- 3.38	- 4,728	- 5.78	- 5,502	- 6.73	- 8,597	- 10.51	-12,012	-13.20	-13,976	-15.35	-14,750	- 16.20	-17,845	- 19.60	- 5,833	- 7.38
OTTAWA	28,633	19,347	13,065	11,844	11,155	10,754	-15,568	- 54.37	-16,789	- 58.64	-17,478	- 61.04	-17,879	- 62.44	- 6,282	-32.47	- 7,503	-38.78	- 8,192	- 42.34	- 8,593	- 44.42	- 2,311	-17.69
WINDSOR	19,989	16,823	13,111	12,624	12,227	11,470	- 6,878	- 34.41	- 7,365	- 36.85	- 7,762	- 38.83	- 8,519	- 42.62	- 3,712	-22.07	- 4,199	-24.96	- 4,596	- 27.32	- 5,353	- 31.82	- 1,641	-12.52
ONTARIO TOTAL	422,137	421,718	400,665	405,370	410,910	405,493	-21,472	- 5.09	-16,767	- 3.97	-11,227	- 2.66	-16,644	- 3.94	-21,053	- 4.99	-16,348	- 3.88	-10,808	- 2.56	-16,225	- 3.85	+ 4,828	+ 1.21

1 Excluding Ottawa

2 Excluding Windsor

3 Including London

4 Including Hamilton

5 Excluding Metro Toronto

TABLE 3.8

ACTUAL AND PROJECTED ENROLLMENT IN SECONDARY SCHOOLS, ONTARIO BY COUNTIES AND DISTRICTS, 1971-2001

COUNTY / DISTRICT	Actual		Projected				CHANGE																	
	1971	1977	1981	1986	1991	2001	1971-86		1971-91		1971-96		1971-2001		1977-81		1977-91		1977-96		1977-2001		1977-2001	
	No.	No.	No.	No.	No.	No.	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
ALGOMA	9,490	10,108	8,163	7,350	7,796	7,951	- 1,507	- 15.55	- 2,960	- 29.35	- 1,894	- 18.54	- 1,759	- 17.94	- 1,925	- 19.04	- 2,778	- 27.48	- 2,512	- 22.67	- 2,157	- 21.33	- 252	- 2.48
BRANT	6,891	6,757	6,177	6,152	6,224	6,524	- 714	- 10.36	- 799	- 10.72	- 667	- 9.67	- 567	- 8.22	- 580	- 8.58	- 605	- 8.95	- 533	- 7.88	- 453	- 6.40	+ 167	+ 2.53
BRUCE	5,494	5,668	5,785	4,111	4,533	4,416	+ 291	+ 8.32	+ 617	+ 17.65	+ 839	+ 24.01	+ 922	+ 26.38	+ 97	+ 2.63	+ 423	+ 11.46	+ 645	+ 17.48	+ 728	+ 19.74	+ 651	+ 17.65
CARLETON, EXCL. OTTAWA	18,540	18,995	18,645	20,875	25,360	25,960	+ 8,057	+ 77.71	+ 8,075	+ 77.88	+ 10,507	+101.34	+ 15,000	+125.58	+ 2,332	+ 14.49	+ 2,950	+ 14.60	+ 4,782	+ 29.71	+ 7,275	+ 45.20	+ 6,965	+ 36.65
COCHRANE	8,634	8,752	6,684	6,171	5,806	5,761	- 1,950	- 22.58	- 2,463	- 28.52	- 2,828	- 32.75	- 2,873	- 33.27	- 2,048	- 23.45	- 2,561	- 29.32	- 2,926	- 33.51	- 2,971	- 34.02	- 823	- 15.41
DUFFERIN	1,874	2,485	2,742	3,001	3,364	3,928	+ 666	+ 35.50	+ 1,125	+ 59.96	+ 1,468	+ 78.31	+ 2,052	+109.38	+ 57	+ 2.29	+ 516	+ 20.76	+ 879	+ 35.37	+ 1,443	+ 58.06	+ 1,586	+ 34.12
DURHAM	15,178	17,651	17,678	16,100	18,958	19,817	+ 2,702	+ 17.80	+ 2,924	+ 19.26	+ 3,762	+ 24.78	+ 4,641	+ 30.58	+ 227	+ 1.28	+ 649	+ 2.54	+ 1,287	+ 7.29	+ 2,166	+ 12.27	+ 1,999	+ 10.81
ELGIN	6,545	6,879	6,112	6,059	6,074	6,146	- 265	- 6.01	- 336	- 7.68	- 301	- 6.88	- 229	- 5.23	- 727	- 15.02	- 800	- 16.53	- 765	- 15.80	- 693	- 14.32	- 54	- 0.65
ESSEX, EXCL. WINDSOR	8,198	8,780	7,652	7,699	7,178	6,817	- 546	- 6.22	- 698	- 8.52	- 1,020	- 12.44	- 1,381	- 16.84	- 958	- 10.67	- 1,291	- 14.68	- 1,612	- 18.33	- 1,873	- 22.44	- 1,035	- 15.14
FRONTENAC	7,825	8,089	5,253	6,647	6,568	6,450	- 2,572	- 32.86	- 3,178	- 40.61	- 3,257	- 41.62	- 3,375	- 43.13	- 2,836	- 35.05	- 3,442	- 42.55	- 3,521	- 43.52	- 3,639	- 44.98	- 803	- 15.29
GREY	5,466	5,524	4,364	4,787	4,617	4,845	- 1,102	- 20.16	- 1,069	- 19.55	- 849	- 15.53	- 621	- 11.36	- 1,160	- 20.99	- 1,127	- 20.40	- 907	- 16.41	- 679	- 12.29	+ 481	+ 11.02
HALDIMAND	3,057	3,088	2,254	2,142	2,222	2,248	- 783	- 25.78	- 845	- 27.82	- 815	- 26.83	- 789	- 25.97	- 754	- 25.06	- 816	- 27.12	- 786	- 26.13	- 760	- 25.26	- 6	- 0.27
HALIBURTON	597	650	516	567	591	630	- 81	- 13.56	- 90	- 5.02	- 6	- 1.00	+ 33	+ 5.52	- 142	- 21.58	- 91	- 15.82	- 67	- 10.18	- 28	- 4.25	+ 114	+ 22.09
HALTON	16,662	20,829	16,216	16,815	17,570	18,575	- 946	- 2.67	+ 155	+ 0.91	+ 916	+ 5.49	+ 1,913	+ 11.48	- 4,613	- 22.14	- 4,014	- 19.27	- 3,251	- 15.60	- 2,254	- 10.82	+ 2,990	+ 14.55
HASTINGS	8,817	9,133	6,719	6,660	6,644	6,776	- 2,098	- 23.79	- 2,157	- 24.46	- 2,173	- 24.64	- 2,041	- 23.14	- 2,414	- 26.43	- 2,473	- 27.07	- 2,489	- 27.25	- 2,357	- 25.80	+ 57	+ 0.85
HURON	4,661	4,651	3,581	3,550	3,555	3,641	- 1,280	- 27.46	- 1,111	- 23.83	- 1,106	- 23.72	- 1,020	- 21.88	- 1,270	- 27.30	- 1,101	- 23.67	- 1,096	- 23.56	- 1,010	- 21.71	+ 260	+ 7.69
KENORA	3,800	3,980	2,845	2,711	2,748	2,757	- 955	- 25.13	- 1,089	- 28.65	- 1,060	- 27.89	- 1,043	- 27.44	- 1,135	- 28.51	- 1,269	- 31.88	- 1,240	- 31.15	- 1,223	- 30.72	- 88	- 3.09
KENT	8,619	8,254	6,517	6,192	6,204	6,197	- 2,102	- 24.38	- 2,427	- 28.15	- 2,415	- 28.01	- 2,422	- 28.10	- 1,737	- 21.04	- 2,062	- 24.98	- 2,050	- 24.83	- 2,057	- 24.92	- 320	- 4.91
LAMBTON	9,102	8,771	7,518	7,505	7,616	7,740	- 1,584	- 17.40	- 1,597	- 17.54	- 1,486	- 16.32	- 1,362	- 14.96	- 1,253	- 14.28	- 1,266	- 14.43	- 1,155	- 13.16	- 1,031	- 11.75	+ 222	+ 2.95
LANARK	5,412	5,673	2,934	2,780	2,780	2,746	- 478	- 14.00	- 632	- 18.52	- 645	- 18.84	- 666	- 19.51	- 739	- 20.11	- 893	- 24.31	- 904	- 24.61	- 927	- 25.23	- 148	- 6.41
LEEDS & GRENVILLE	5,962	6,293	4,937	4,762	4,734	4,687	- 1,025	- 17.19	- 1,200	- 20.12	- 1,228	- 20.59	- 1,275	- 21.38	- 1,356	- 21.54	- 1,531	- 24.32	- 1,559	- 24.77	- 1,606	- 25.52	- 250	- 5.06
LENNOX & ADDINGTON	2,461	2,702	1,988	2,024	2,087	2,124	- 553	- 22.47	- 457	- 17.75	- 574	- 15.19	- 337	- 13.69	- 834	- 30.41	- 718	- 26.18	- 655	- 23.88	- 618	- 22.53	+ 216	+ 11.32
LINCOLN	12,445	12,555	10,447	9,565	9,525	9,373	- 1,996	- 16.04	- 2,878	- 23.12	- 2,918	- 23.45	- 3,070	- 24.67	- 2,108	- 16.79	- 2,990	- 23.81	- 3,030	- 24.13	- 3,182	- 25.34	- 1,074	- 10.28
MANITOULIN	524	848	556	518	529	536	- 368	- 39.82	- 406	- 43.93	- 395	- 42.74	- 388	- 41.99	- 292	- 34.43	- 330	- 38.91	- 319	- 37.61	- 312	- 36.79	- 20	- 3.60
MIDDLESEX, EXCL. LONDON	5,937	6,419	5,529	5,640	5,770	5,849	- 408	- 10.36	- 297	- 7.54	- 167	- 4.24	- 88	- 2.23	- 890	- 20.14	- 779	- 17.62	- 649	- 14.68	- 570	- 12.89	+ 320	+ 9.07
MUSKOKA	2,536	2,862	2,112	2,192	2,304	2,562	- 424	- 16.71	- 344	- 13.56	- 192	- 7.57	+ 6	+ 0.23	- 750	- 26.20	- 670	- 23.41	- 518	- 18.09	- 300	- 11.18	+ 430	+ 20.36
NIAGARA SOUTH	10,995	10,848	10,292	9,341	9,321	9,159	- 1,653	- 31.15	- 1,674	- 37.49	- 1,629	- 37.63	- 1,706	- 38.71	- 1,756	- 26.73	- 1,707	- 33.50	- 1,727	- 33.84	- 1,899	- 34.80	- 1,193	- 11.01
NIPISSING	7,282	7,450	5,066	6,745	6,797	6,895	- 2,216	- 30.43	- 2,557	- 34.83	- 2,485	- 34.12	- 2,387	- 32.77	- 2,592	- 32.07	- 2,713	- 36.37	- 2,661	- 35.08	- 2,563	- 34.36	- 171	- 5.38
OXFORD	4,312	3,983	2,834	2,695	2,717	2,751	- 1,478	- 34.27	- 1,617	- 37.50	- 1,595	- 36.96	- 1,561	- 36.20	- 1,149	- 28.84	- 1,288	- 32.33	- 1,266	- 31.78	- 1,232	- 30.93	- 85	- 2.93
NORTHUMBERLAND & NEWCASTLE	---	7,919	6,207	6,386	6,785	7,230	---	---	---	---	---	---	---	---	- 1,712	- 21.61	- 1,533	- 19.35	- 1,134	- 14.31	- 681	- 8.59	+ 1,681	+ 16.61
OSHAWA	6,181	6,498	4,911	5,029	5,012	5,168	- 1,270	- 20.54	- 1,152	- 18.63	- 1,189	- 18.91	- 1,015	- 16.42	- 1,528	- 23.73	- 1,410	- 21.89	- 1,427	- 22.16	- 1,279	- 19.77	+ 295	+ 5.19
PERRY SOUND	2,615	2,789	2,134	1,976	2,050	2,094	- 481	- 18.39	- 659	- 24.43	- 556	- 21.26	- 521	- 19.92	- 855	- 23.48	- 813	- 29.15	- 730	- 26.17	- 695	- 24.91	- 48	- 1.87
PEEL	19,884	29,894	30,899	44,387	44,756	49,552	+ 19,005	+ 95.57	+ 24,513	+123.28	+ 24,872	+125.08	+ 29,669	+149.21	+ 8,995	+ 30.08	+ 14,503	+ 48.51	+ 14,862	+ 49.71	+ 19,658	+ 65.75	+ 19,668	+ 27.42
PERTH	5,180	5,405	5,557	5,088	5,792	5,916	- 1,632	- 31.45	- 1,491	- 28.73	- 1,367	- 26.34	- 1,273	- 24.53	- 1,888	- 34.67	- 1,747	- 32.08	- 1,653	- 30.35	- 1,529	- 28.08	+ 990	+ 18.00
PETERBOROUGH	7,446	7,741	6,119	5,982	6,114	6,240	- 1,377	- 18.36	- 1,594	- 21.26	- 1,382	- 18.43	- 1,256	- 16.75	- 1,622	- 20.95	- 1,839	- 23.75	- 1,627	- 21.01	- 1,501	- 19.39	+ 121	+ 1.98
PRESCOTT & RUSSELL	4,124	4,324	3,488	3,925	3,940	4,018	- 636	- 15.42	- 199	- 4.82	- 184	- 4.46	- 106	- 2.57	- 838	- 19.33	- 399	- 9.22	- 384	- 8.88	- 306	- 7.07	+ 930	+ 15.19
PRINCE EDWARD	1,448	1,437	905	868	881	897	- 543	- 37.50	- 568	- 40.05	- 567	- 39.15	- 551	- 38.05	- 532	- 37.02	- 569	- 39.58	- 556	- 38.88	- 540	- 37.57	- 8	- 0.88
RAINY RIVER	2,991	2,138	1,778	1,417	1,573	1,298	- 653	- 27.31	- 974	- 40.73	- 1,018	- 42.57	- 1,093	- 45.71	- 960	- 18.32	- 711	- 33.41	- 795	- 35.67	- 830	- 38.80	- 840	- 25.32
RENFREW	8,288	7,816	5,114	4,546	4,701	4,888	- 3,086	- 37.63	- 3,584	- 43.95	- 3,499	- 42.87	- 3,400	- 41.46	- 2,704	- 34.58	- 3,222	- 41.21	- 3,117	- 39.86	- 3,018	- 38.60	- 314	- 6.14
SIMCOE	13,961	16,215	14,871	16,360	16,784	18,527	+ 910	+ 6.51	+ 2,799	+ 17.18	+ 2,823	+ 20.22	+ 4,566	+ 51.27	- 1,344	- 8.28	+ 569	+ 3.50	+ 2,112	+ 13.02	+ 3,956	+ 25.24
STORMONT, DUNDAS & GLENGARRY	8,933	9,549	6,788	6,219	6,422	6,549	- 2,045	- 29.00	- 2,714	- 38.38	- 2,511	- 28.10	- 2,384	- 26.68	- 3,041	- 32.59	- 3,130	- 33.33	- 2,907	- 31.16	- 2,780	- 29.79	- 261	- 4.15
SUDBURY	16,206	16,533	11,610	9,583	9,249	8,985	- 6,656	- 28.62	- 6,683	- 41.08	- 7,017	- 43.13	- 7,301	- 44.88	- 6,923	- 29.77	- 6,950	- 42.03	- 7,284	- 44.05	- 7,584	- 45.77	- 2,645	- 22.78
THUNDER BAY	11,974	11,638	8,981	7,947	7,852	7,888	- 4,027	- 33.63	- 4,122	- 34.42	- 4,284	- 35.77	- 4,086	- 34.13	- 2,737	- 23.51	- 3,691	- 31.71	- 3,786	- 32.53	- 3,990	- 33.92	- 1,211	- 13.61
TIMISKAMING	4,471	4,146	2,662	2,230	2,082	1,881	- 1,809	- 40.46	- 2,232	- 49.92	- 2,483	- 55.22	- 2,670	- 59.71	- 1,484	- 35.79	- 1,907	- 45.98	- 2,144	- 51.71	- 2,346	- 56.56	- 861	- 32.34
VICTORIA	2,791	5,234	2,788	5,022	5,295	5,299	- 22	- 0.78	+ 231	+ 8.27	+ 444	+ 15.90	+ 508	+ 18.20	- 446	- 15.84	- 192	- 5.97	+ 21	+ 0.65	- 85	+ 2.64	+ 530	+ 10.14
WATERLOO	16,665	18,018	16,795	16,676	17,007	17,581	- 270	- 1.62	+ 11	+ 0.06	+ 342	+ 2.05	+ 676	+ 4.05	- 1,625	- 9.00	- 1,342	- 7.44	- 1,011	- 5.61	- 677	- 3.75	+ 946	+ 5.77
WELLINGTON	8,200	8,965	7,480	7,785	8,291	8,549	- 720	- 8.80	+ 444	+ 5.40	+ 82	+ 0.98	+ 370	+ 4.50	- 1,483	- 16.54	- 1,180	- 13.16	- 672	- 7.49	- 384	- 4.28	+ 1,080	+ 14.49
WENTWORTH, EXCL. HAMILTON	7,281	7,477	5,444	5,146	5,070	4,980	- 1,837	- 25.23	- 2,195	- 29.52	- 2,211	- 30.36	- 2,282	- 31.34	- 2,033	- 27.19	- 2,331	- 31.17	- 2,407	- 32.19	- 2,478	- 33.14	- 605	- 8.17
YORK, EXCL. METRO TORONTO	14,142	16,579	15,057	17,206	17,667	19,143	+ 915	+ 6.47	+ 3,084	+ 21.66	+ 3,525	+ 24.92	+ 5,001	+ 35.36	- 1,522	- 9.18	+ 827	+ 5.78	+ 1,088	+ 6.56	+ 2,564	+ 15.46	+ 4,086	+ 27.14
METRO TORONTO	19,647	17,992	12,662	11,580	11,774	10,798	- 7,015	- 35.61	- 8,117	- 41.20	- 8,463	- 42.96	- 8,998	- 45.37	- 5,260	- 29.51	- 6,582	- 36.95	- 6,788	- 37.36	- 7,183	- 40.03	- 1,807	- 15.16
LONDON	16,962	16,556	13,887	12,788	12,205	12,293	- 3,095	- 17.89	- 4,254	- 25.87	- 4,757	- 28.04	- 4,668	- 27.52	- 4,629	- 24.94	- 5,044	- 31.51	- 6,951	- 36.22	- 6,263	- 33.75	- 1,634	- 11.73
METRO TORONTO	151,295	148,157	101,423	83,884	78,644	78,297	- 29,870	- 22.75	- 47,488	- 36.17	- 52,649	- 40.10	- 52,998	- 40.36	- 38,734	- 27.63	- 56,953	- 40.26	- 61,513	- 43.88	- 61,860	- 44.13	- 23,126	- 22.80
OTTAWA	26,622	29,731	14,635	11,933	10,805	9,862	- 12,087	- 45.10	- 16,688	- 55.17	- 15,757	- 59.11	- 16,760	- 62.95	- 18,116	- 48.90	- 12,798	- 51.75	- 15,046	- 55.98	- 14,868	- 60.12	- 4,753	- 32.52
WINDSOR	13,563	12,635	9,538	8,152	7,911	7,708	- 4,025	- 29.67	- 5,411	- 38.80	- 5,652	- 41.67	- 5,856	- 43.16	- 5,087	- 34.51	- 4,485	- 35.48	- 4,724	- 37.39	- 4,926	- 38.98	- 1,889	- 19.18
ONTARIO TOTAL	565,860	612,988	492,560	470,879	471,362	485,881	- 73,300	- 12.95	- 94,981	- 16.78	- 98,478	- 16.00	- 81,979	- 14.48	-120,428	- 19.64	-142,109	- 23.18	-141,626	- 23.10	-129,107	- 21.05	- 8,879	- 1.76

characterize the quarter century 1976 to 2001. Even these marked differences hide the remarkable variation in enrolment changes within many boards, from losses in one section to gains in another. It is clear that whatever we can say about declining enrolments as a provincial phenomenon does not necessarily have a great deal of relevance at the board level, although there are some boards that show "average" declines. Doubtless, some difficult decisions are called for by provincial policy makers, but the decisions that will have to be made by board members and administrators will be more numerous and at least as difficult. It is they who deal directly and often with sometimes hostile community reactions to new policy or organizational responses to changing conditions.

Chart 3.5

ONTARIO PUBLIC SCHOOL ENROLMENT, 1971-1977

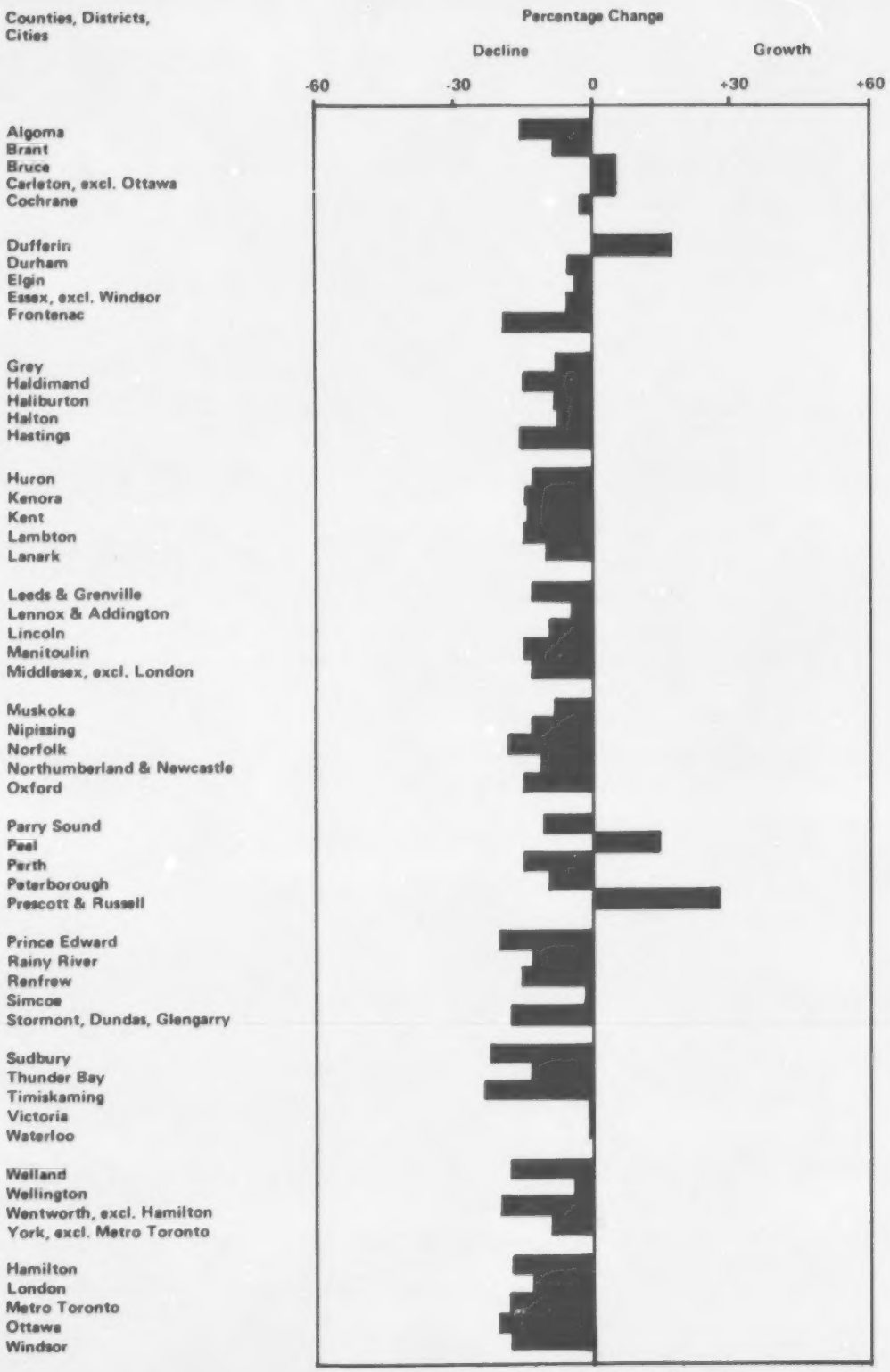


Chart 3.6

ONTARIO PUBLIC SCHOOL ENROLMENT, 1971-86

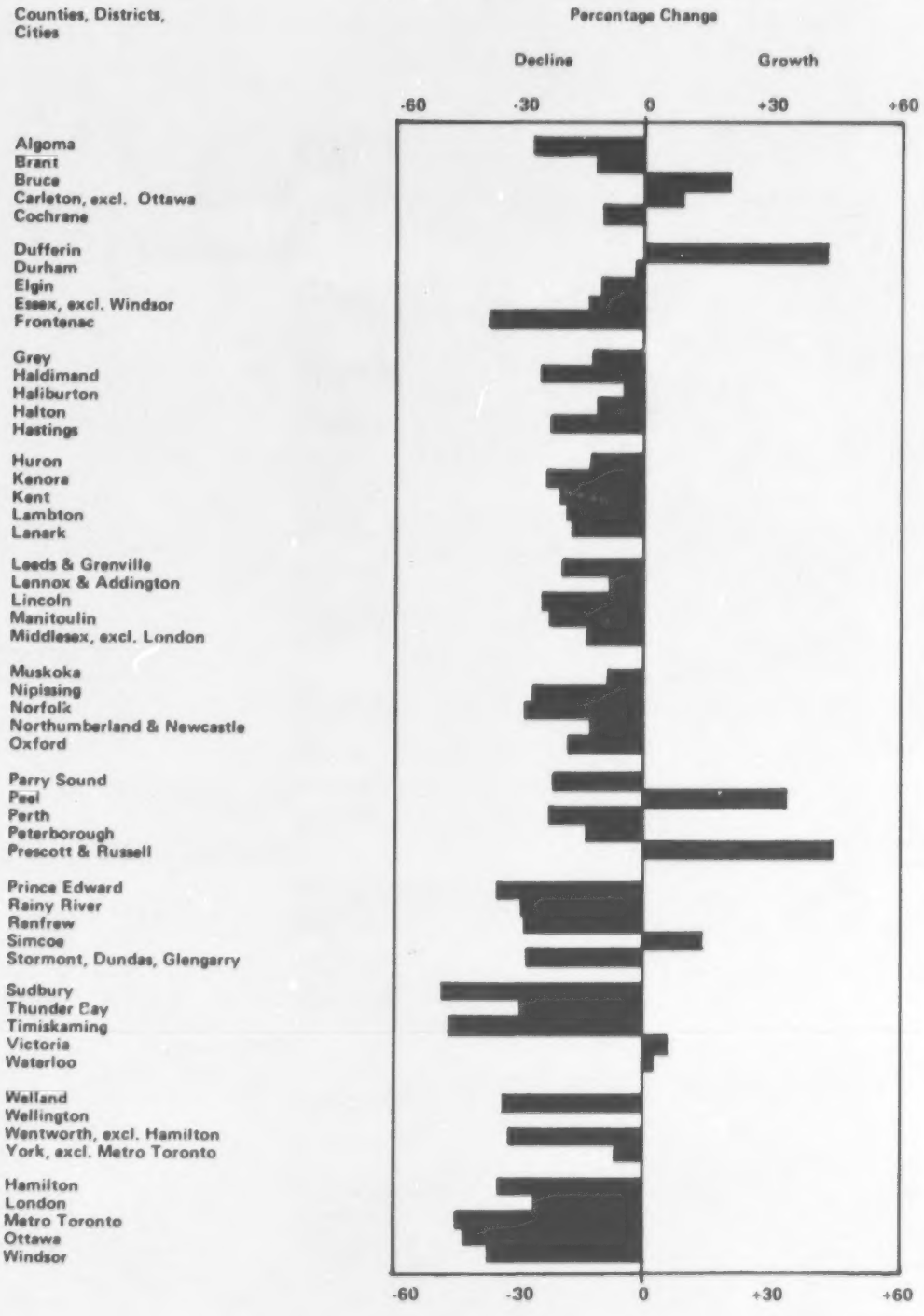


Chart 3.7

ONTARIO PUBLIC SCHOOL ENROLMENT, 1971-91

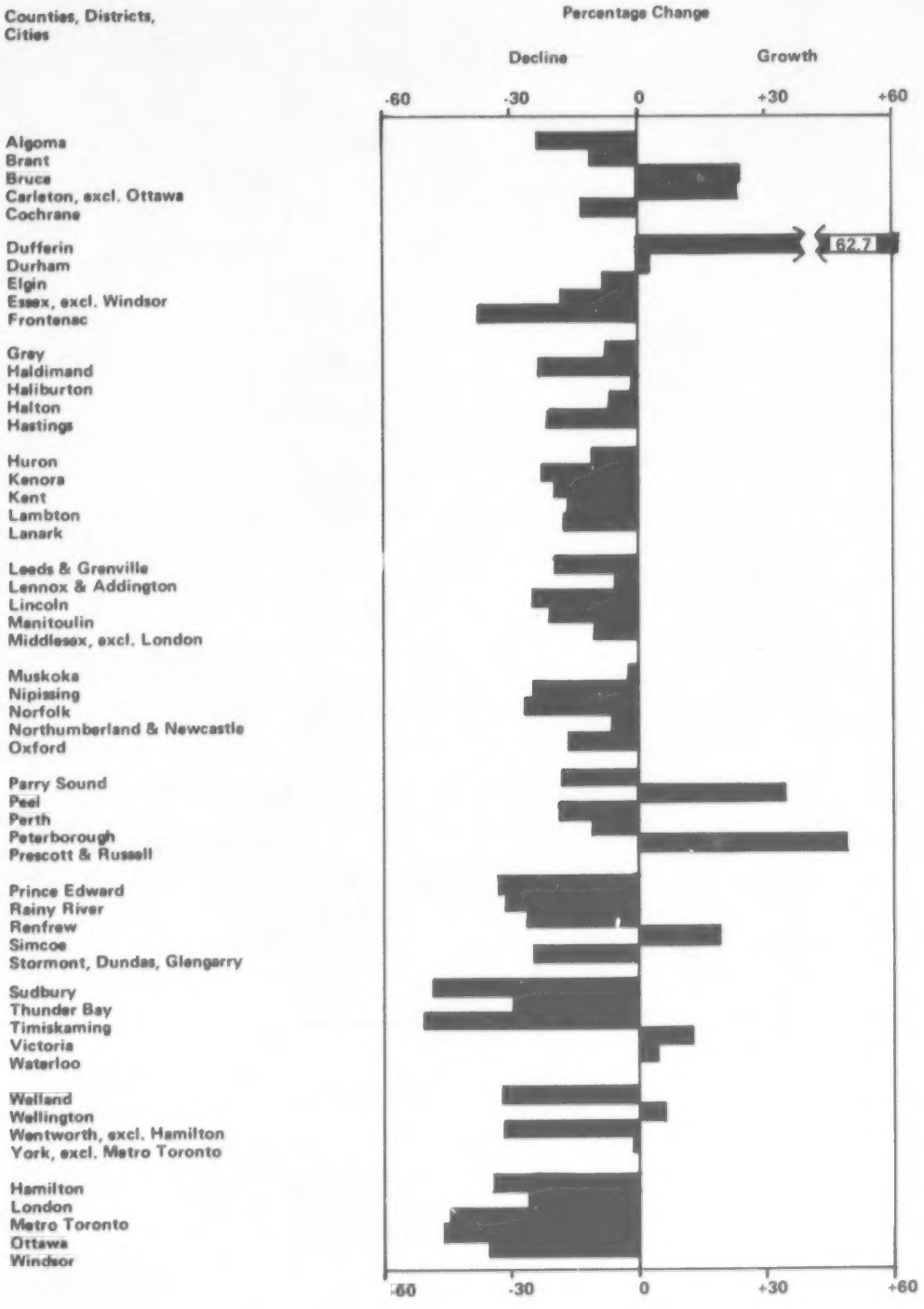


Chart 3.8

ONTARIO PUBLIC SCHOOL ENROLMENT, 1971-96

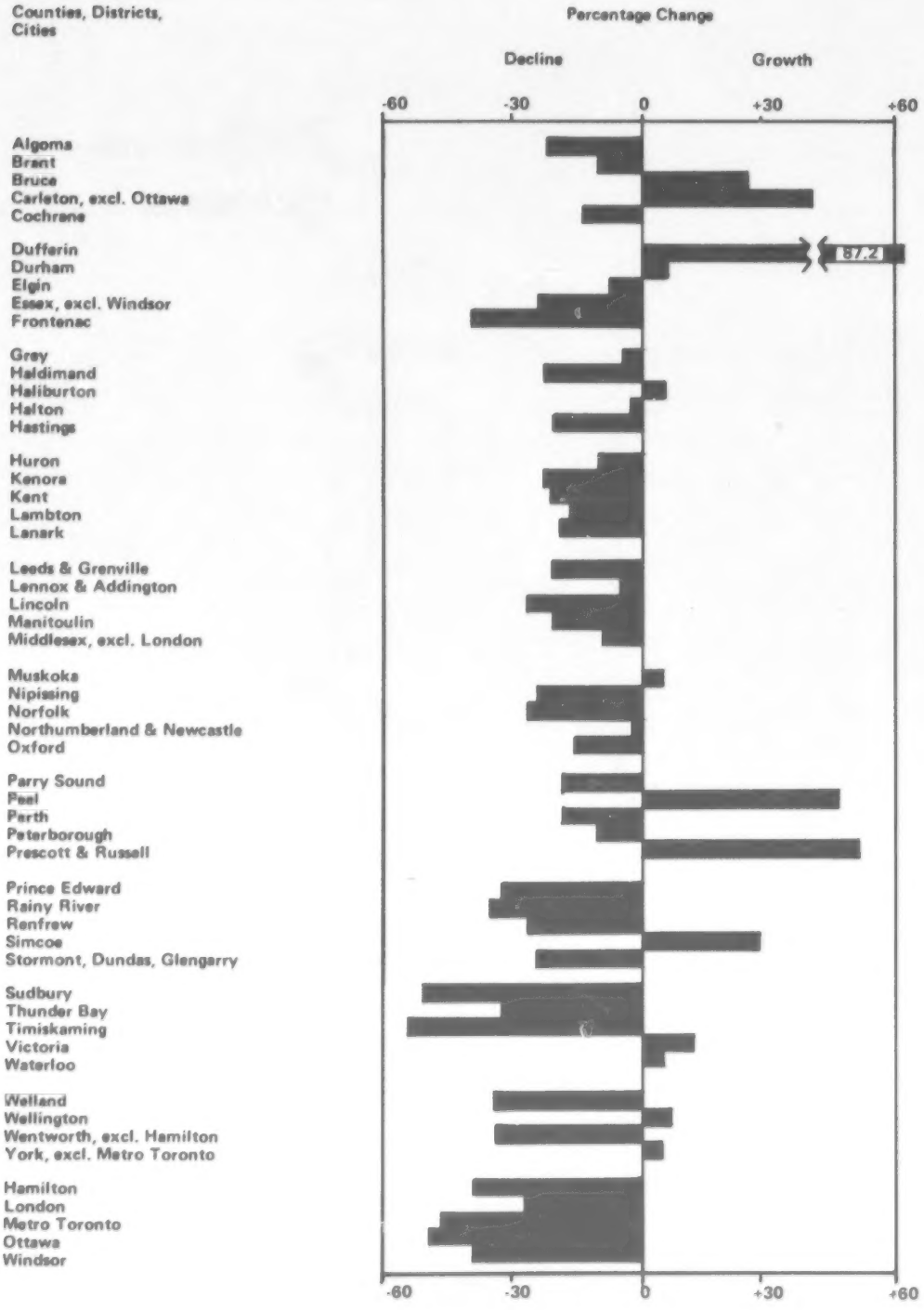


Chart 3.9

ONTARIO PUBLIC SCHOOL ENROLMENT, 1971-2001

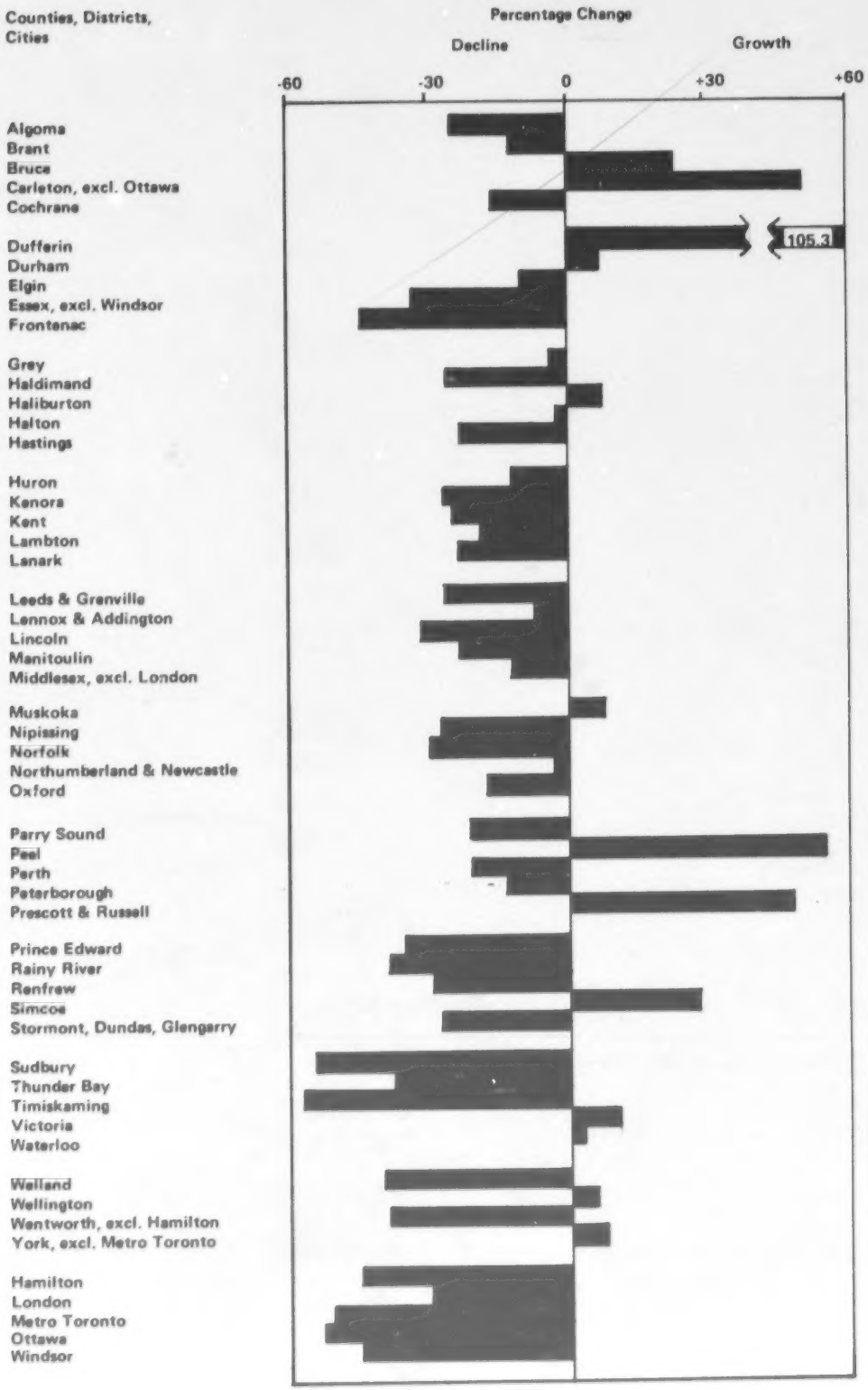


Chart 3.10

ONTARIO PUBLIC SCHOOL ENROLMENT, 1977-1986

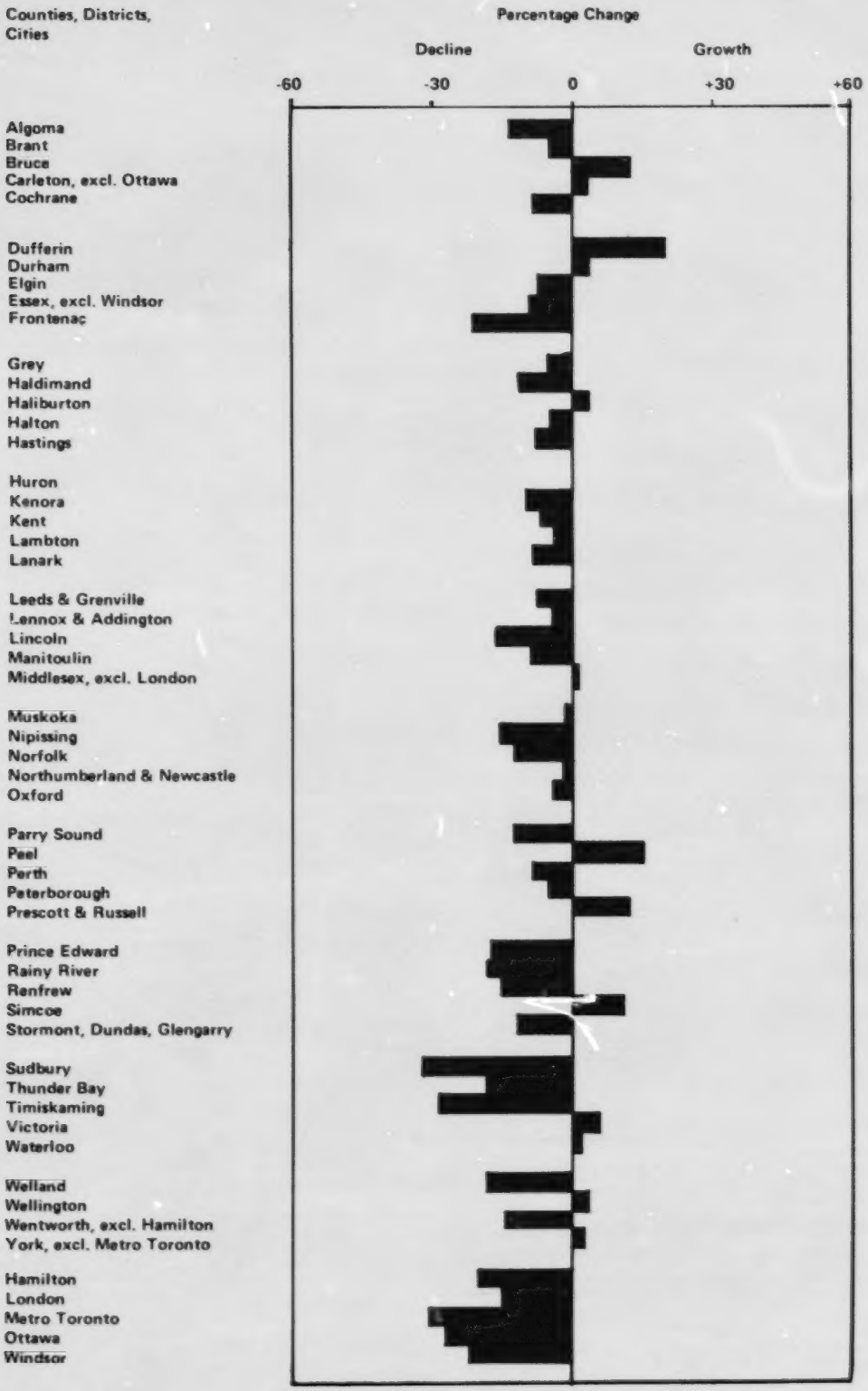


Chart 3.11

ONTARIO PUBLIC SCHOOL ENROLMENT, 1977-1991

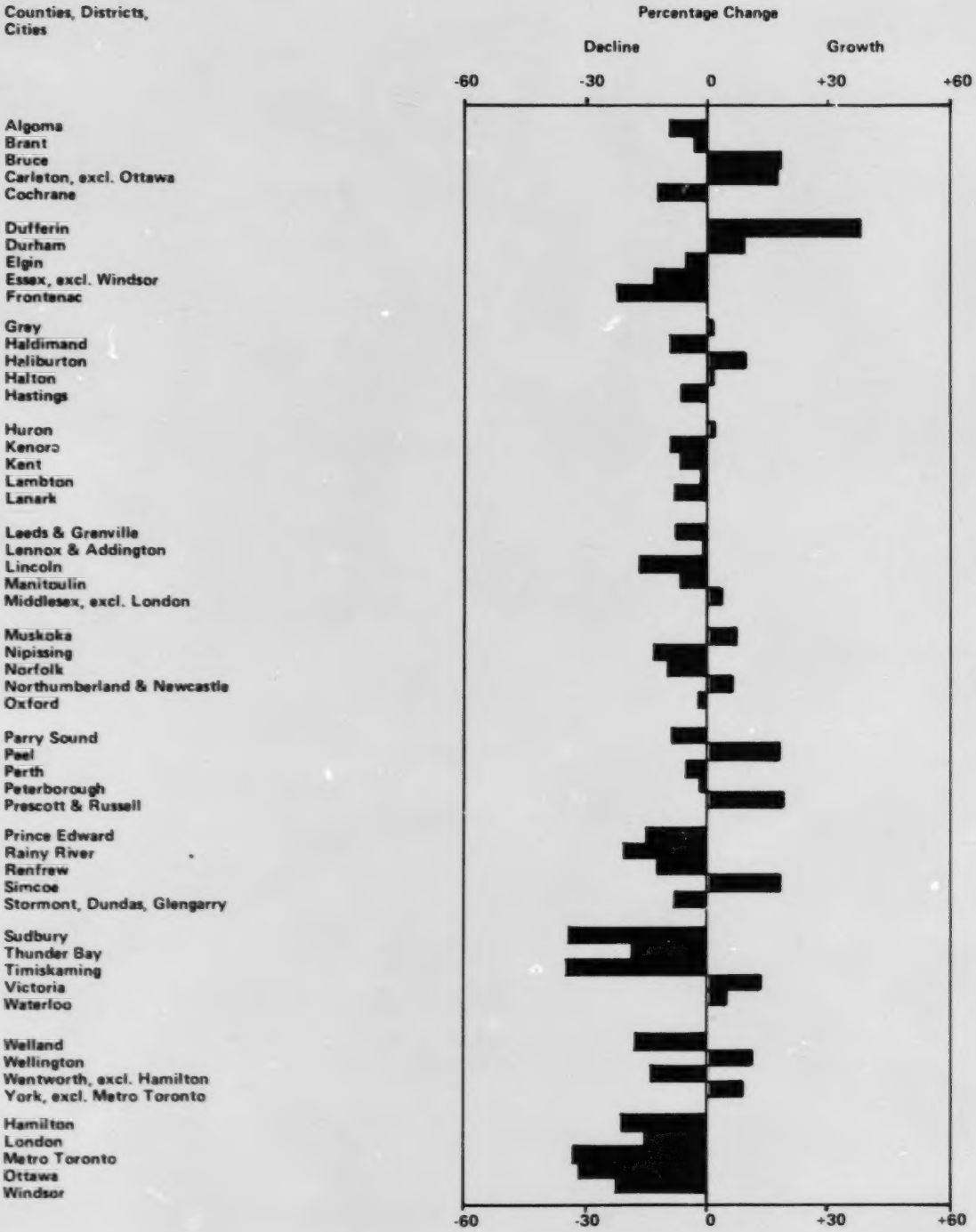


Chart 3.12

ONTARIO PUBLIC SCHOOL ENROLMENT, 1977-1996

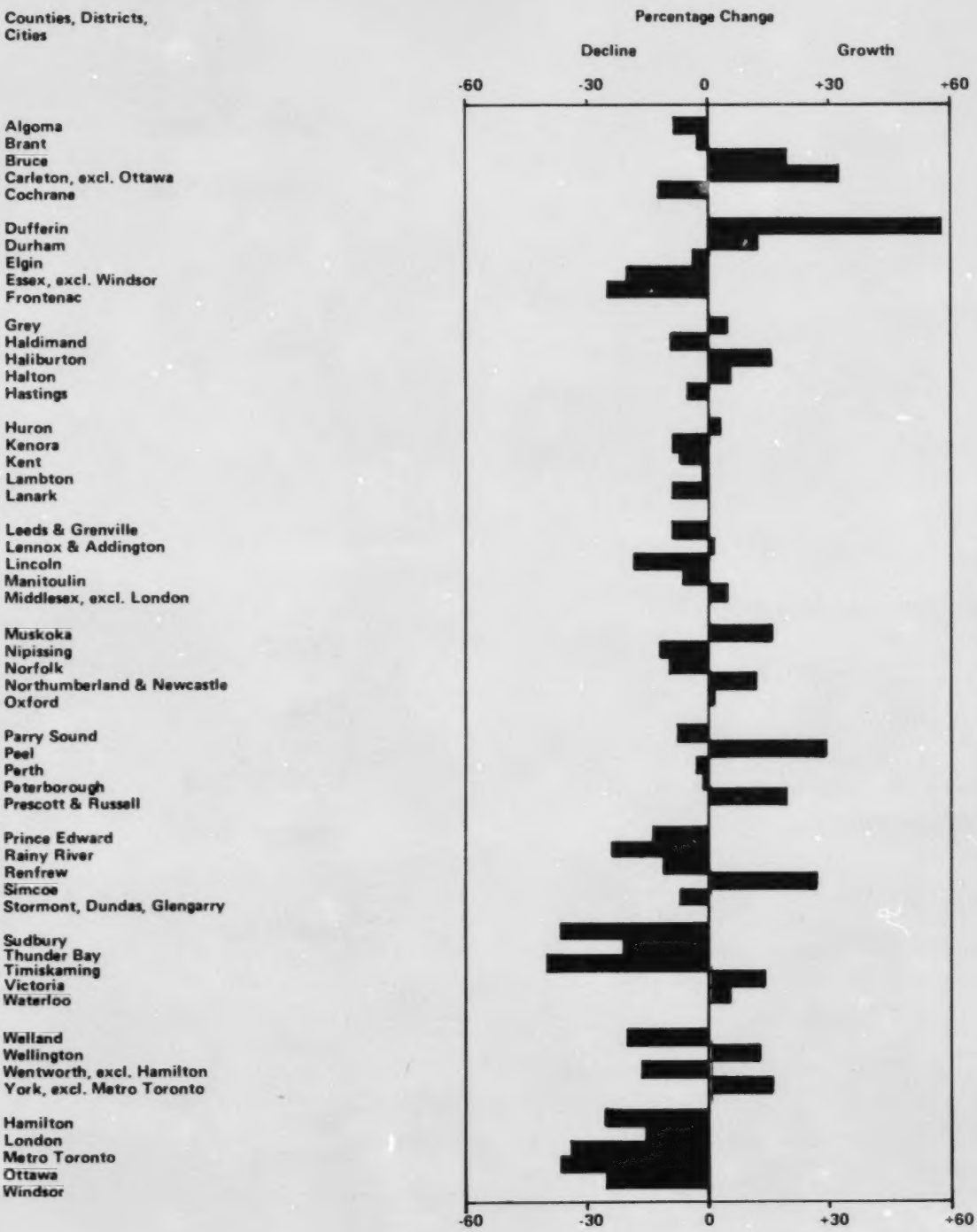


Chart 3.13

ONTARIO PUBLIC SCHOOL ENROLMENT, 1977-2001

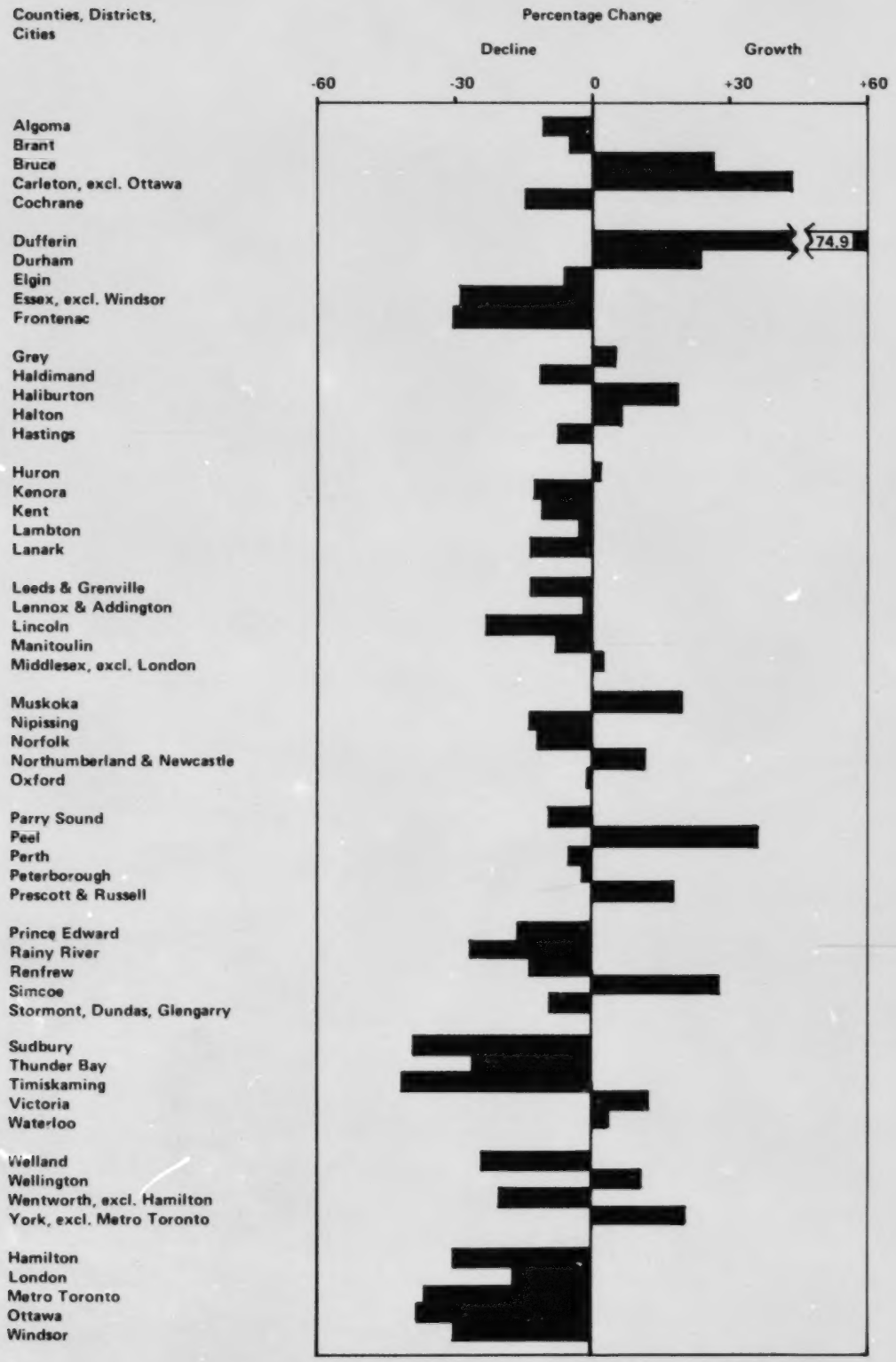


Chart 3.14

ONTARIO PUBLIC SCHOOL ENROLMENT, 1986-2001

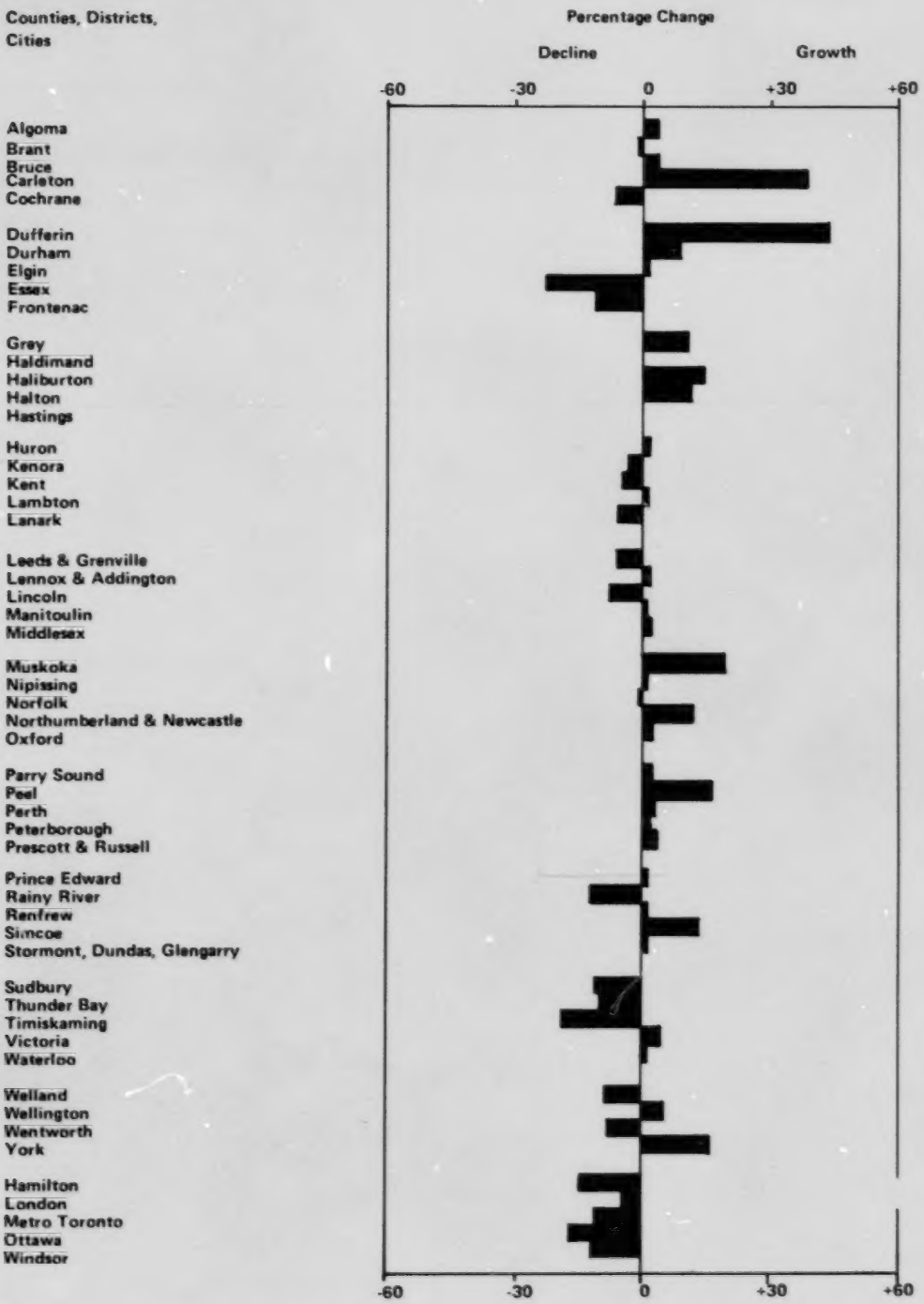


Chart 3.15

ONTARIO ROMAN CATHOLIC SEPARATE SCHOOL ENROLMENT, 1971-1977

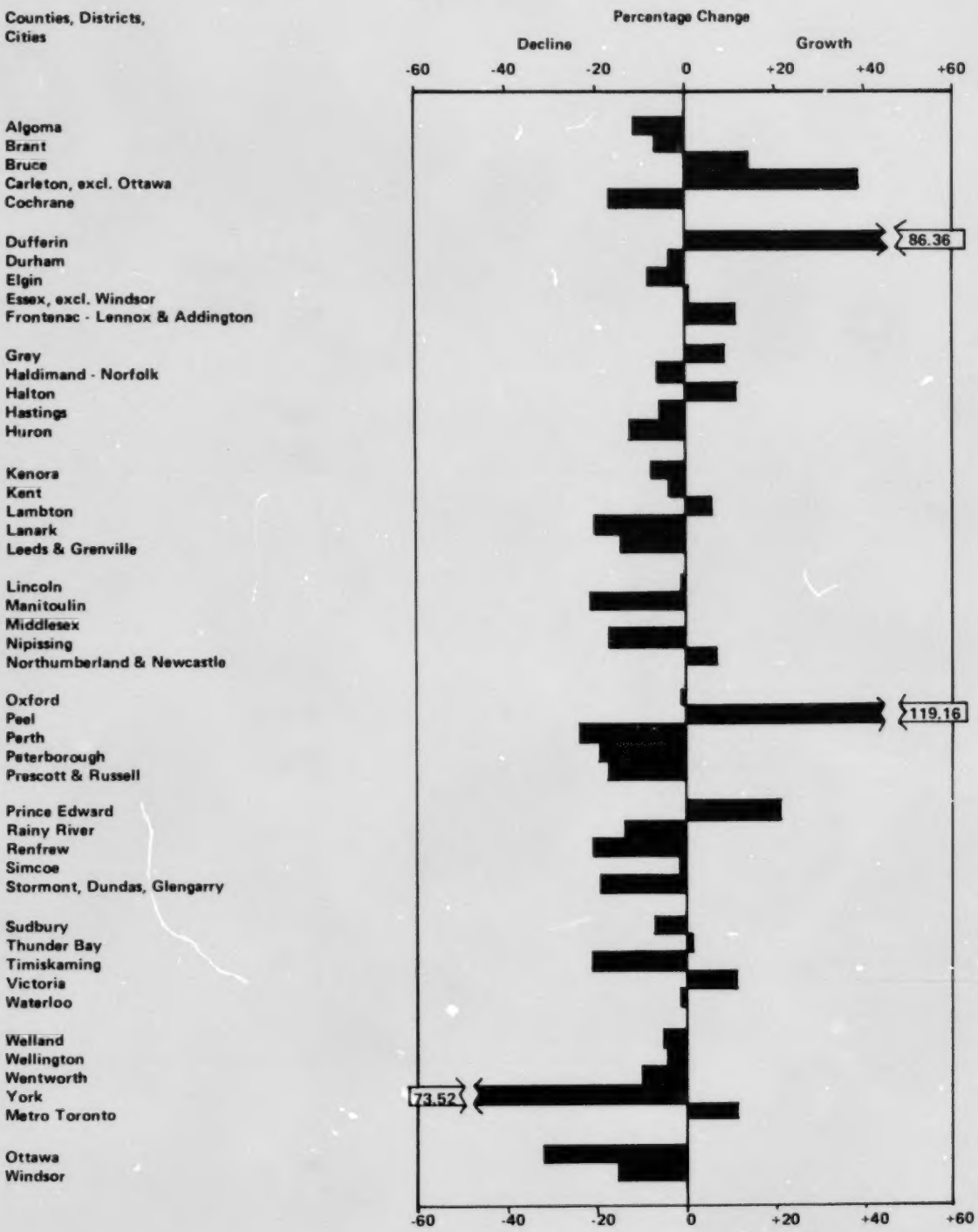


Chart 3.16

ONTARIO ROMAN CATHOLIC SEPARATE SCHOOL ENROLMENT, 1971-86

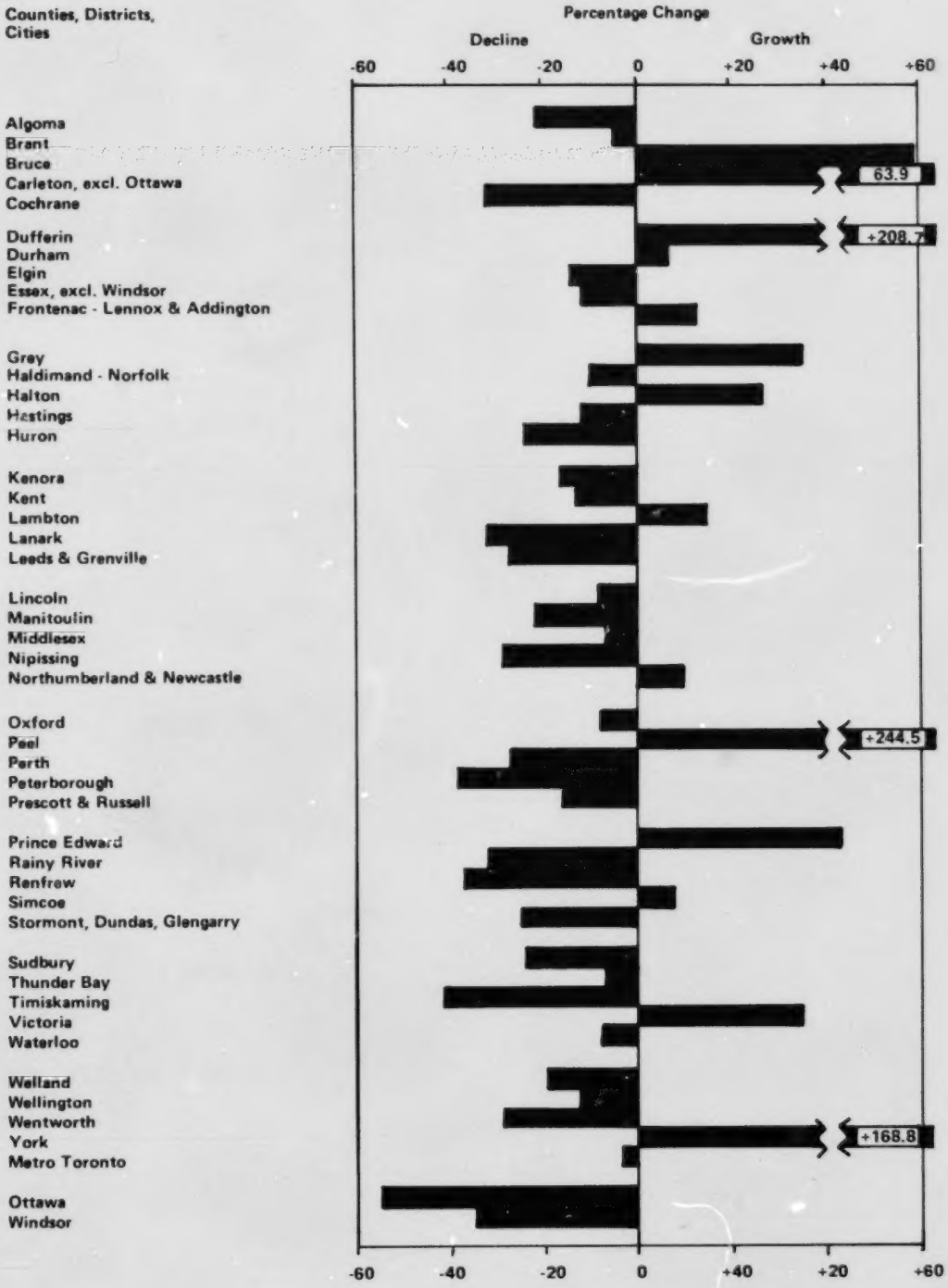


Chart 3.17

ONTARIO ROMAN CATHOLIC SEPARATE SCHOOL ENROLMENT, 1971-1991

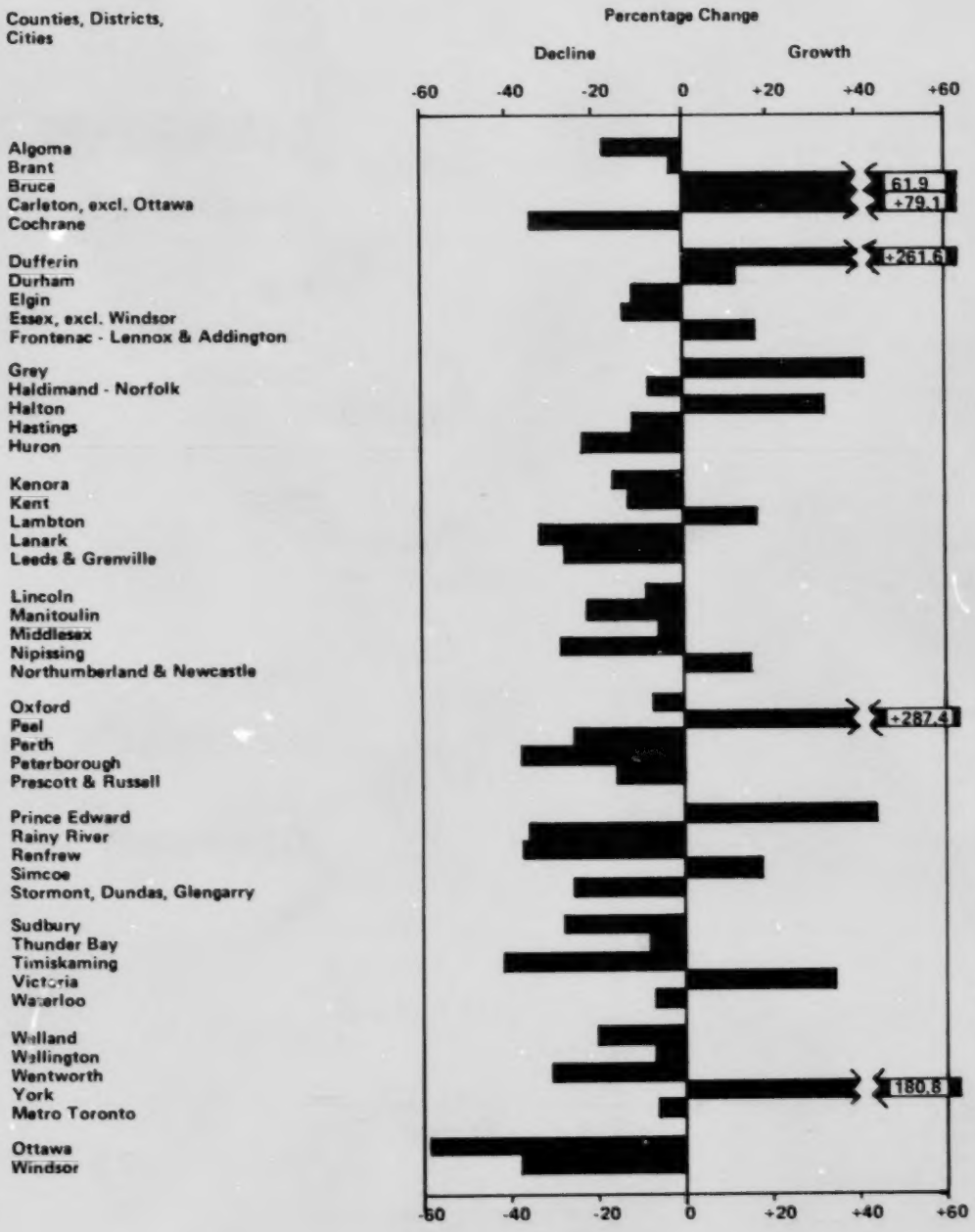


Chart 3.18

ONTARIO ROMAN CATHOLIC SEPARATE SCHOOL ENROLMENT, 1971-1996

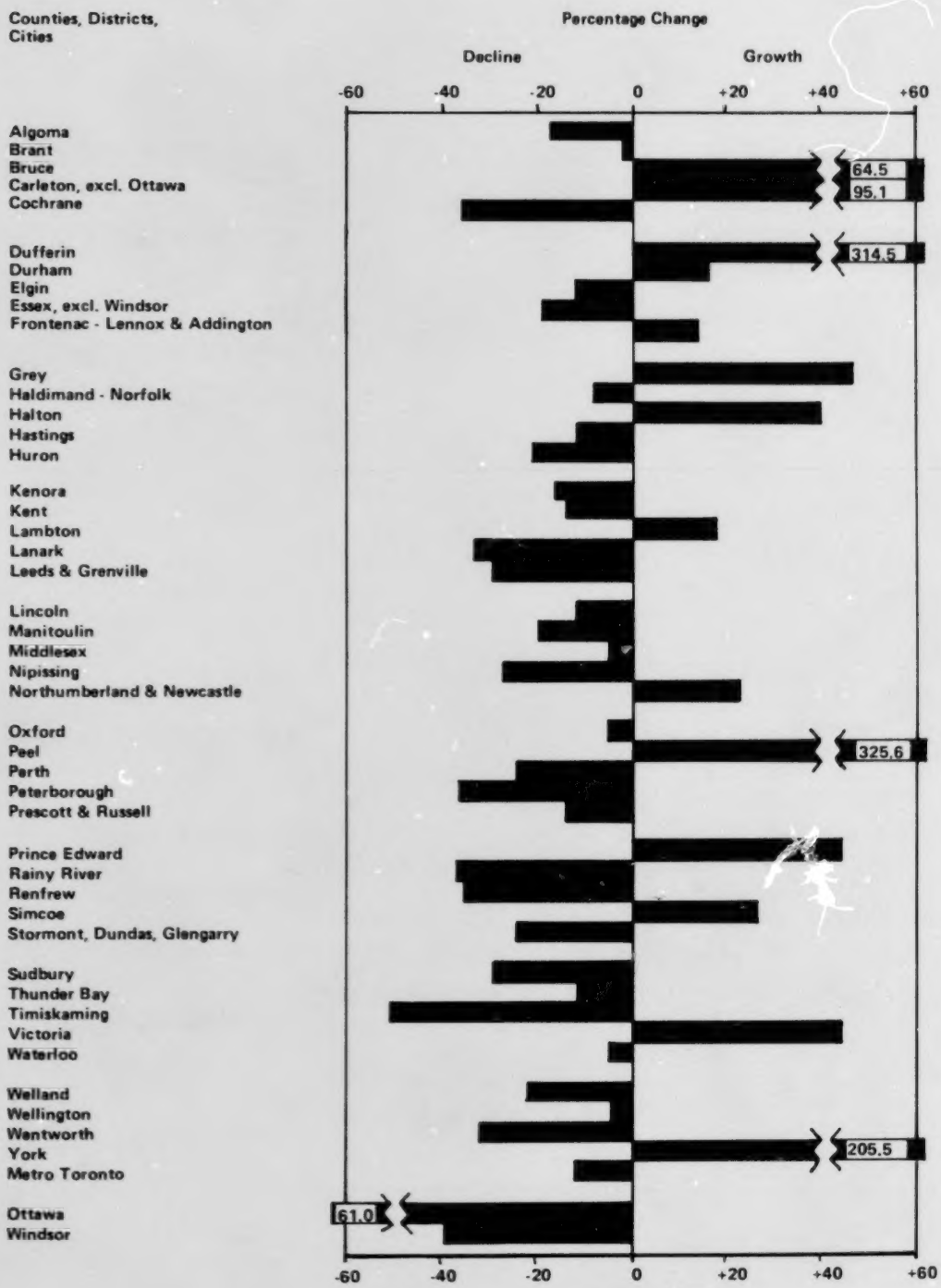


Chart 3.19

ONTARIO ROMAN CATHOLIC SEPARATE SCHOOL ENROLMENT, 1971-2001

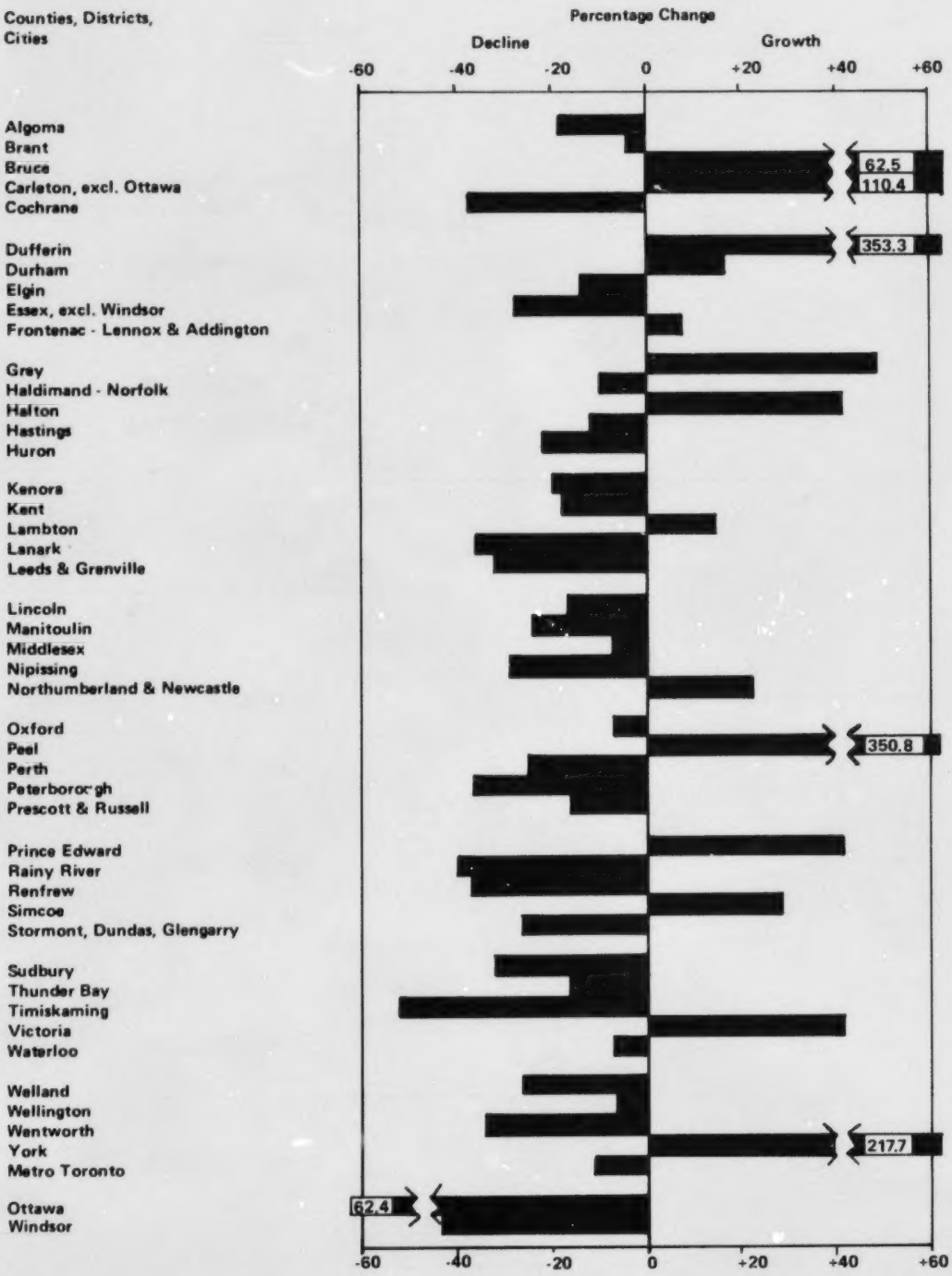


Chart 3.20

ONTARIO ROMAN CATHOLIC SEPARATE SCHOOL ENROLMENT, 1977-1986

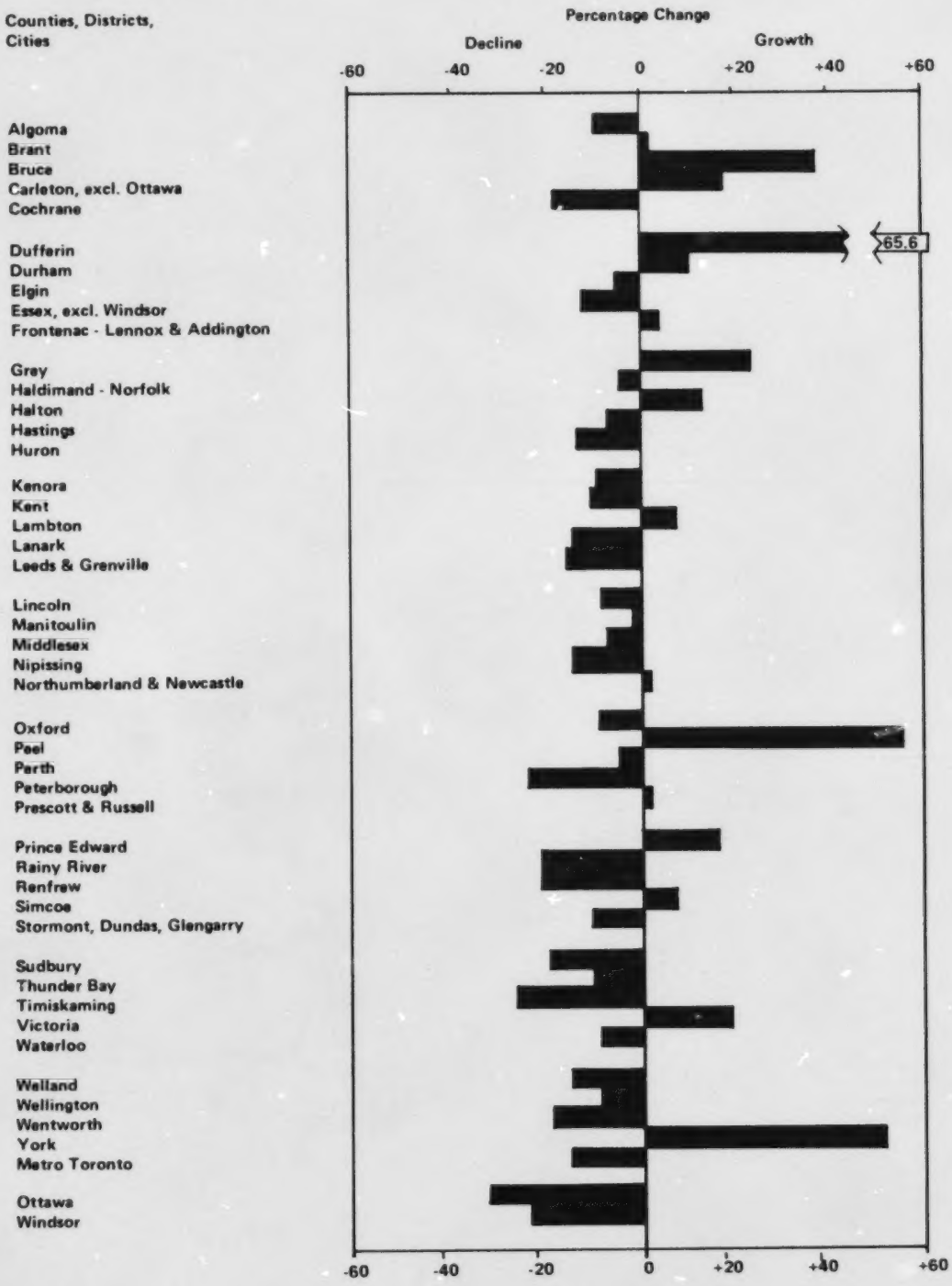


Chart 3.21

ONTARIO ROMAN CATHOLIC SEPARATE SCHOOL ENROLMENT, 1977-1991

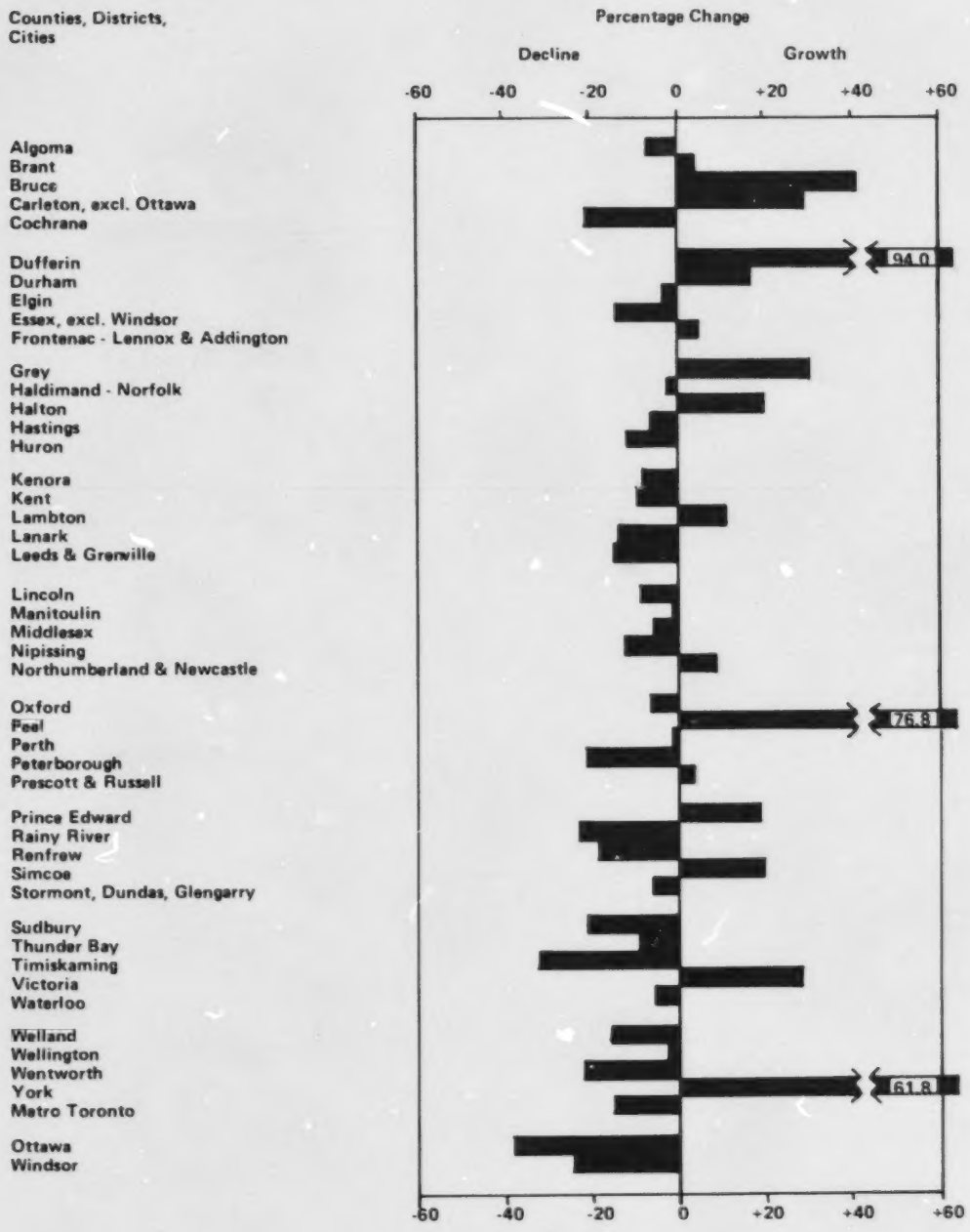


Chart 3.22

ONTARIO ROMAN CATHOLIC SEPARATE SCHOOL ENROLMENT, 1977-1996

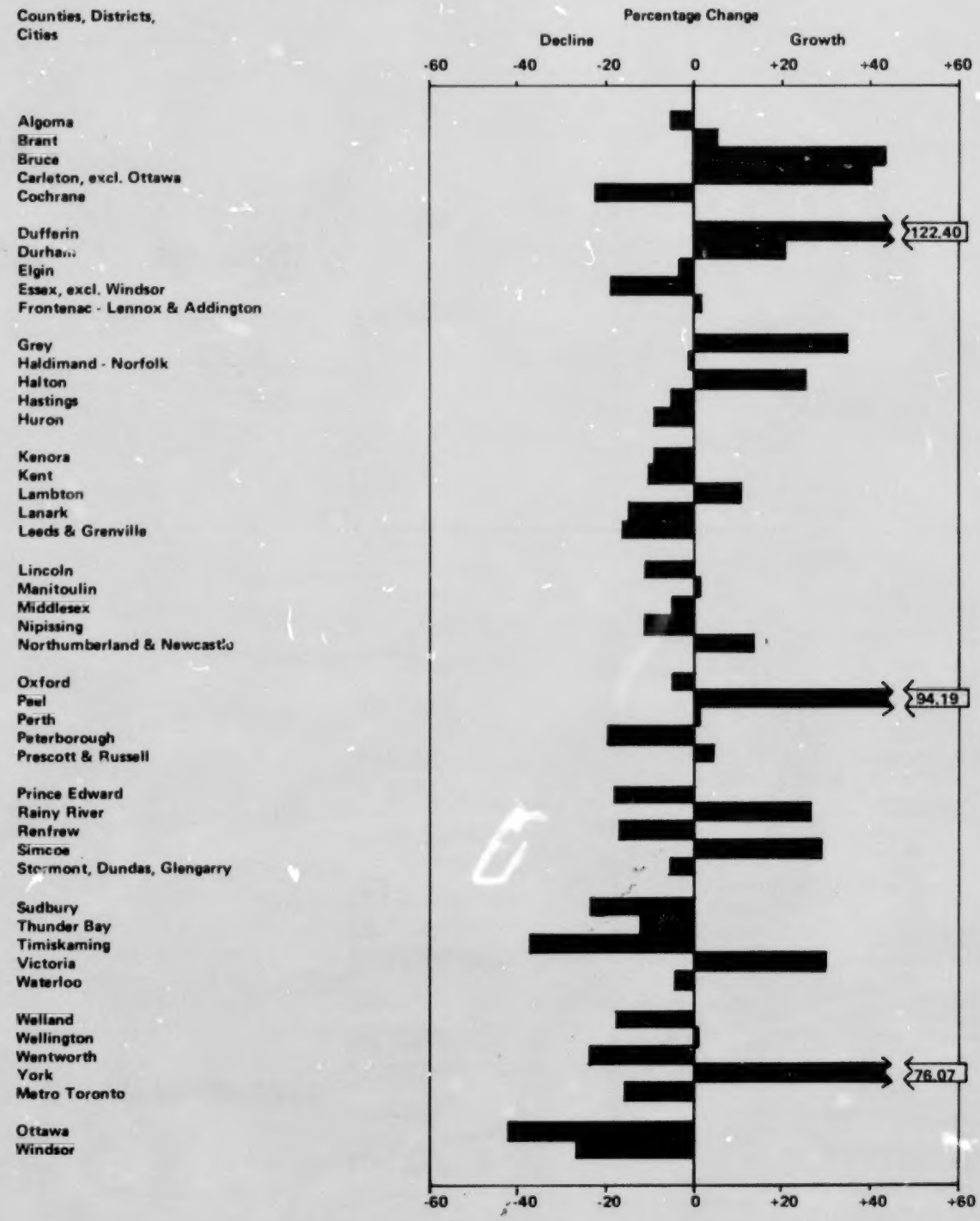


Chart 3.23

ONTARIO ROMAN CATHOLIC SEPARATE SCHOOL ENROLMENT, 1977-2001

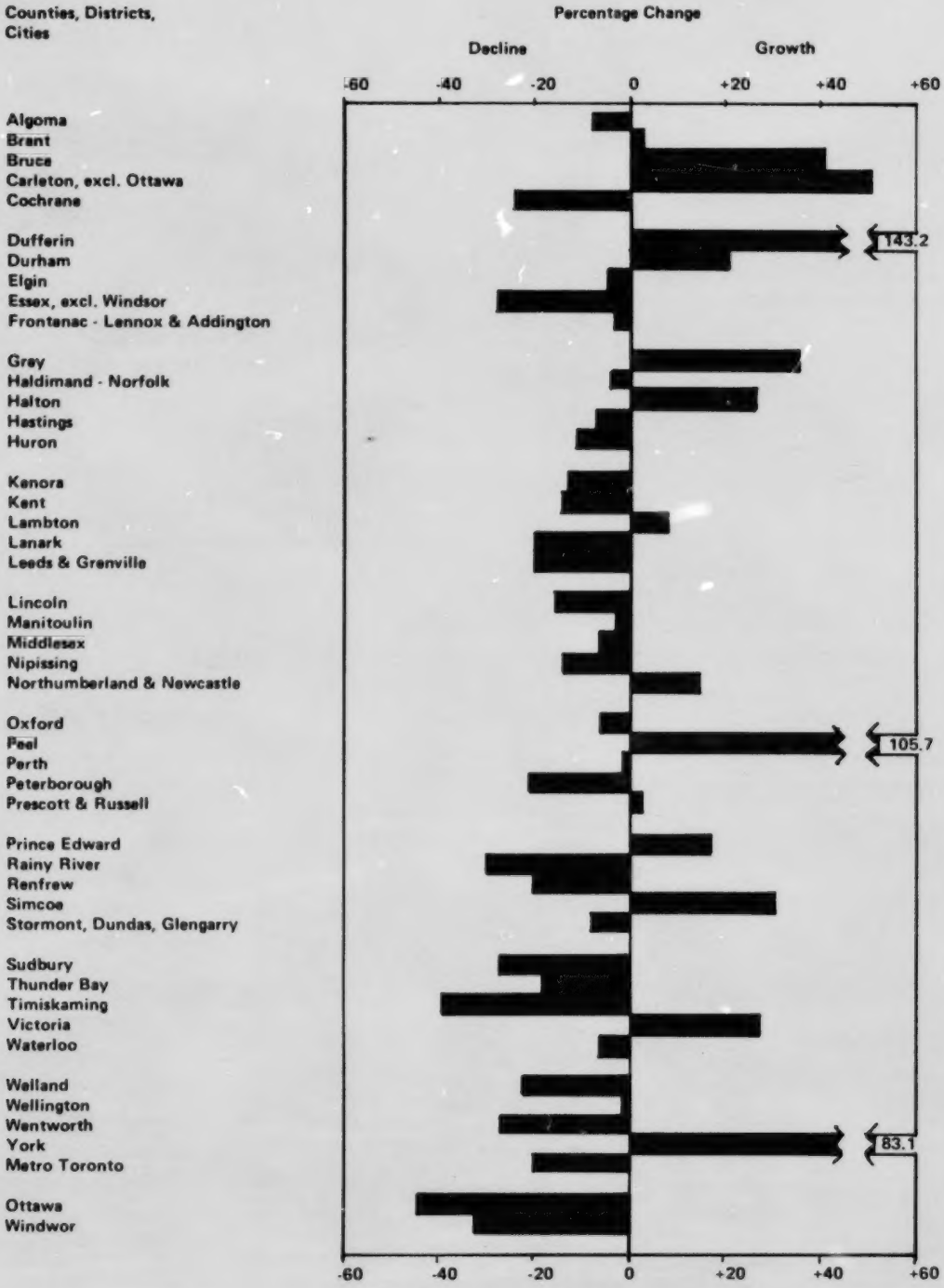


Chart 3.24

ONTARIO ROMAN CATHOLIC SEPARATE SCHOOL ENROLMENT, 1986-2001

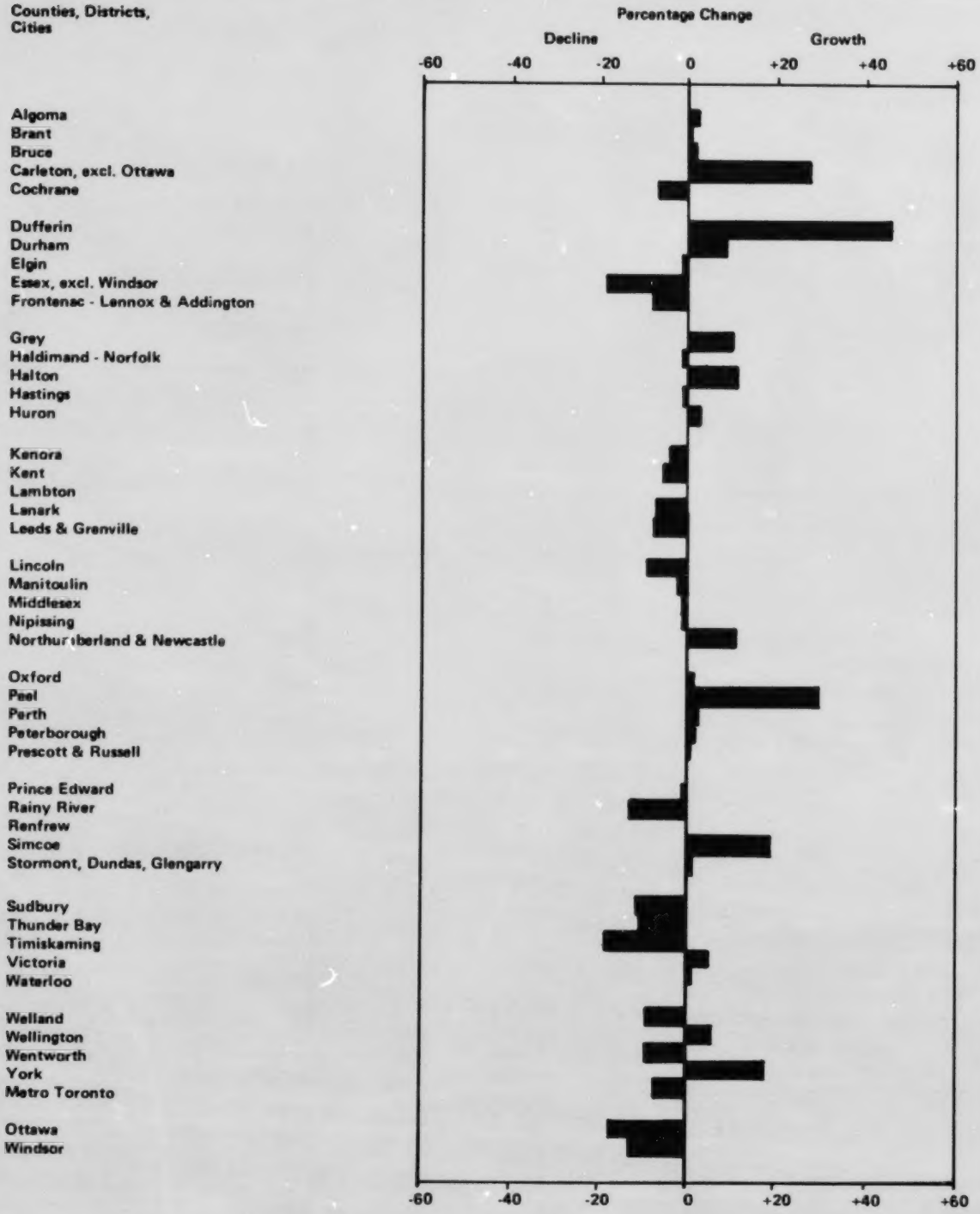


Chart 3.25

ONTARIO SECONDARY SCHOOL ENROLMENT, 1971-1977

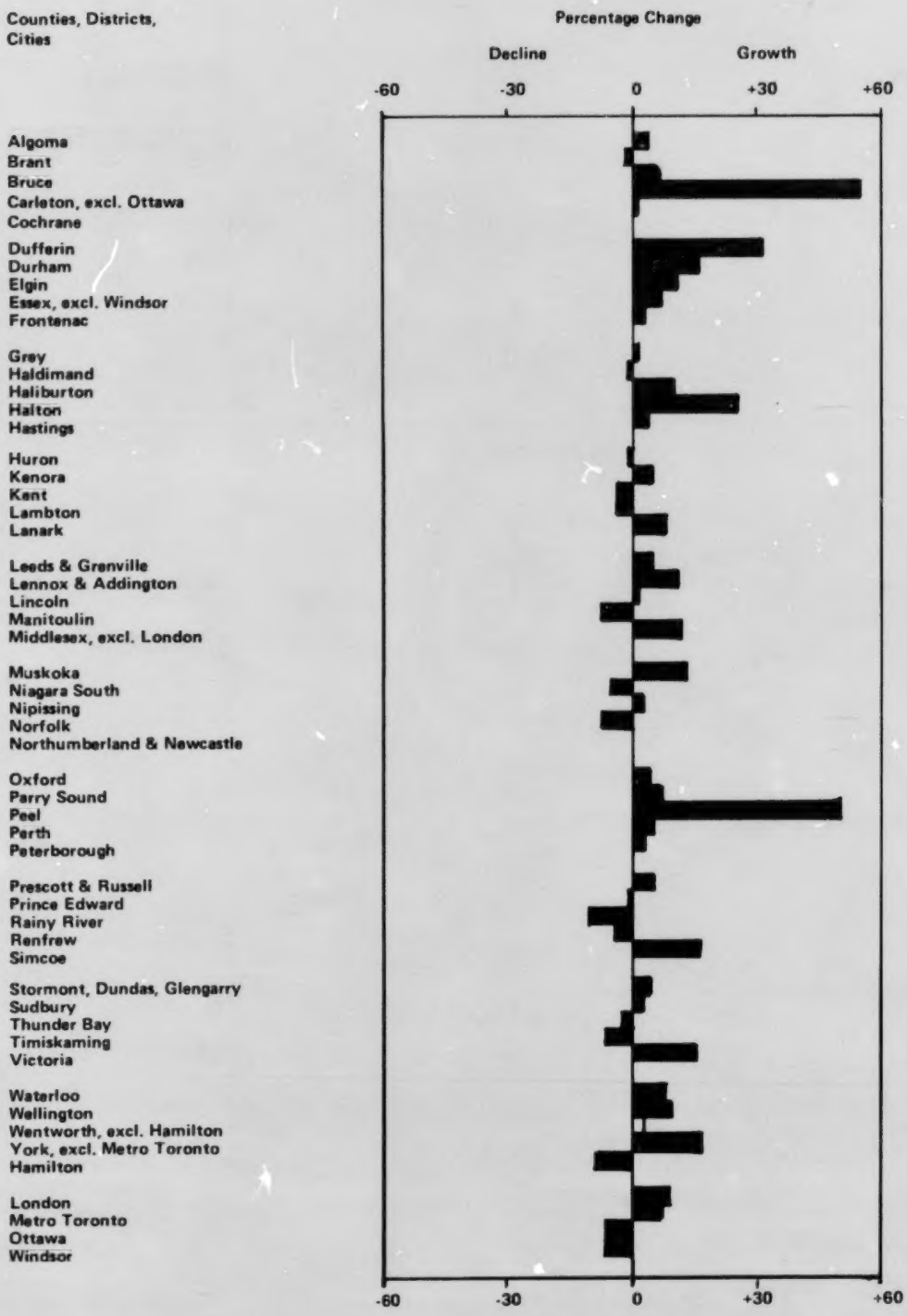


Chart 3.26

ONTARIO SECONDARY SCHOOL ENROLMENT, 1971-1986

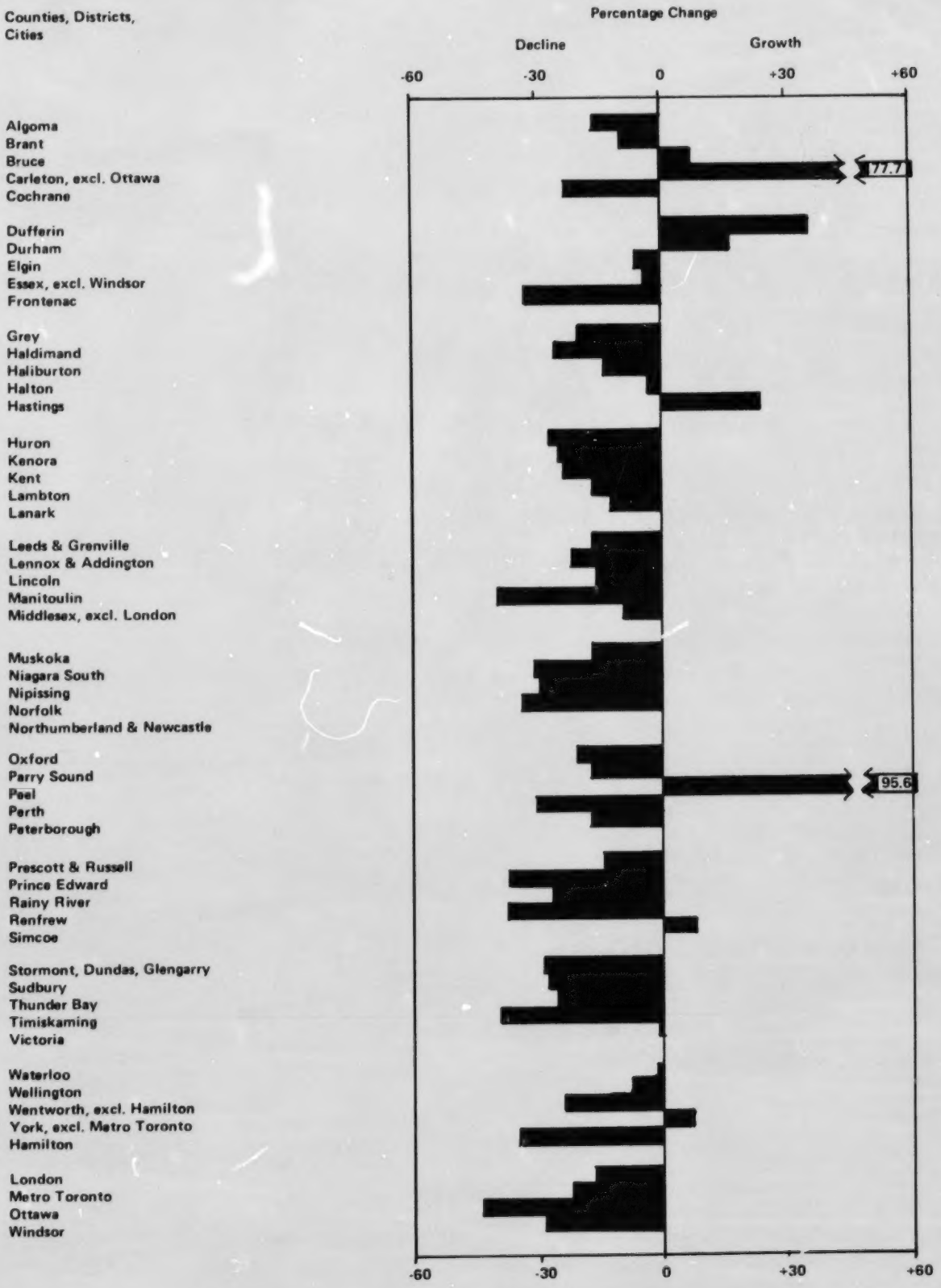


Chart 3.27

ONTARIO SECONDARY SCHOOL ENROLMENT, 1971-1991

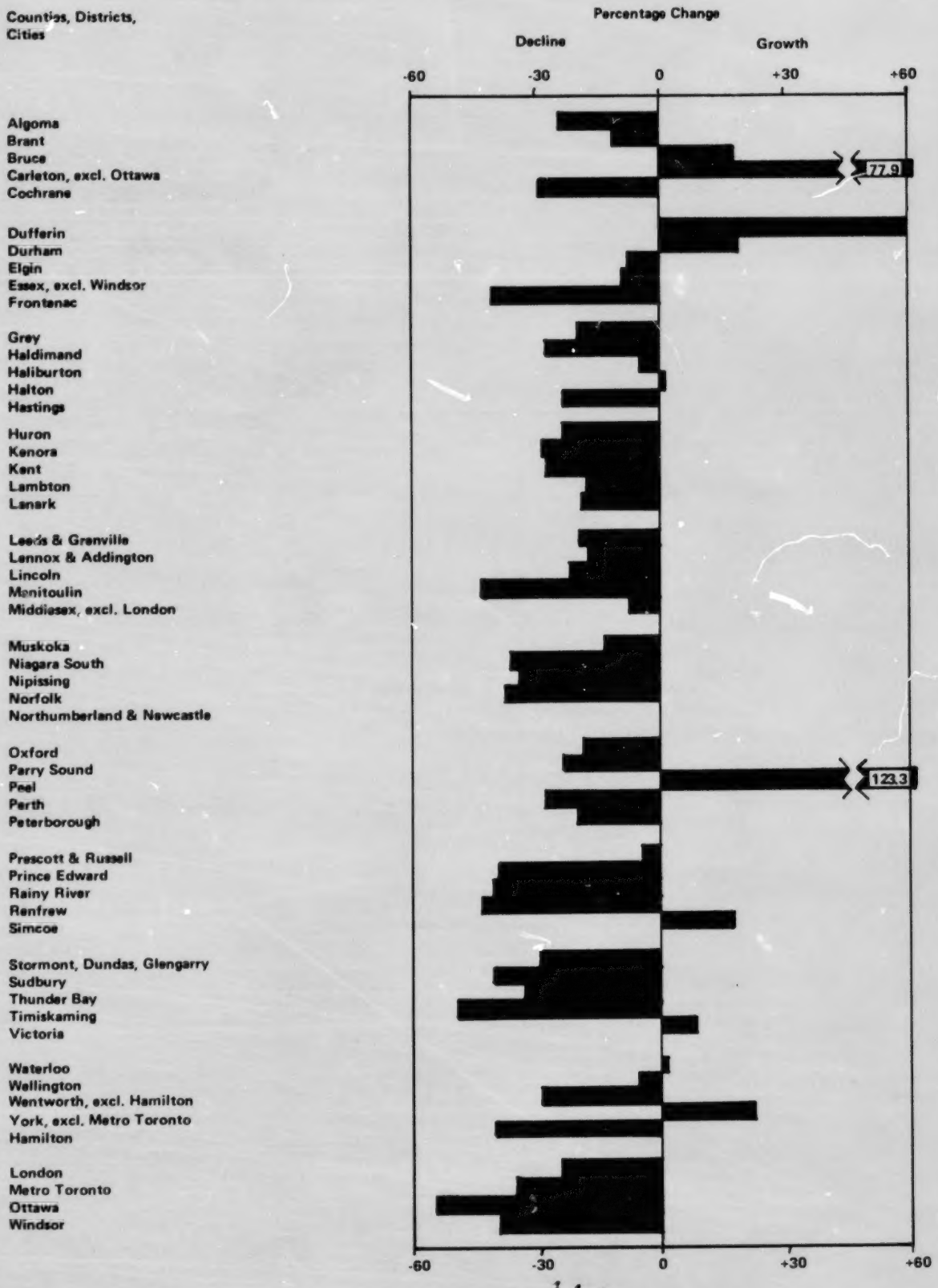


Chart 3.28

ONTARIO SECONDARY SCHOOL ENROLMENT, 1971-1996

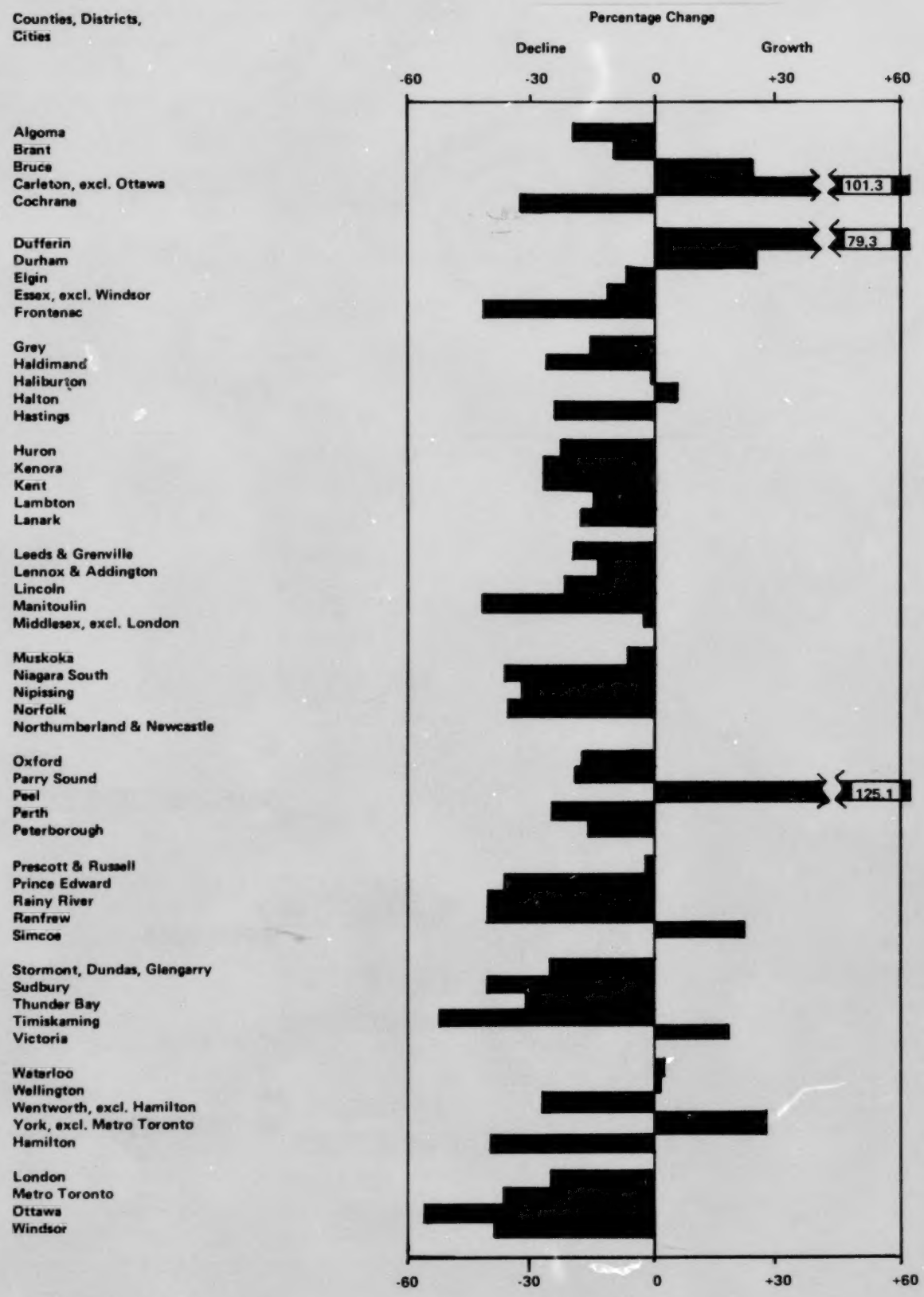


Chart 3.29

ONTARIO SECONDARY SCHOOL ENROLMENT, 1971-2001

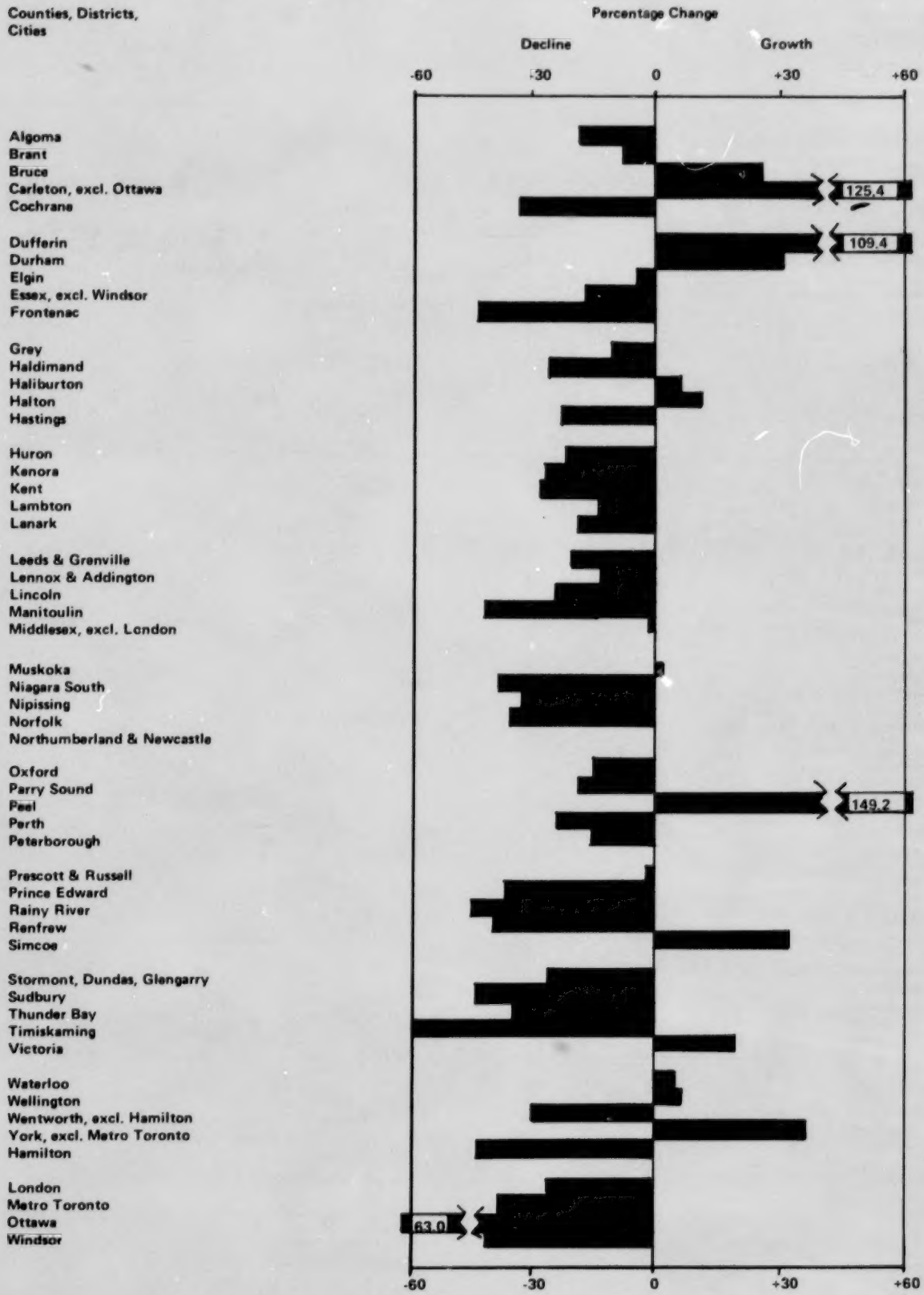


Chart 3.30

ONTARIO SECONDARY SCHOOL ENROLMENT, 1977-1986

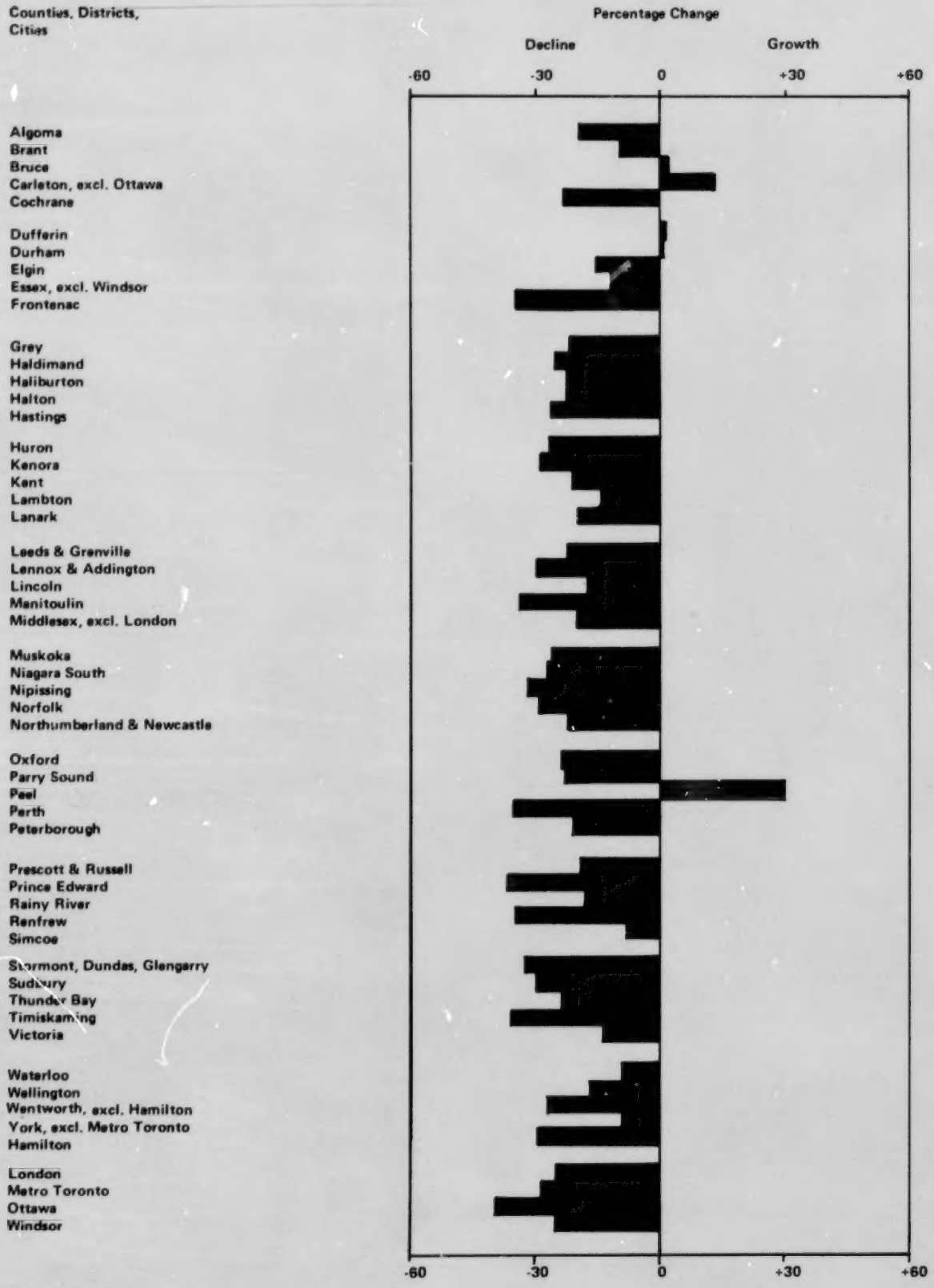


Chart 3.31

ONTARIO SECONDARY SCHOOL ENROLMENT, 1977-1991

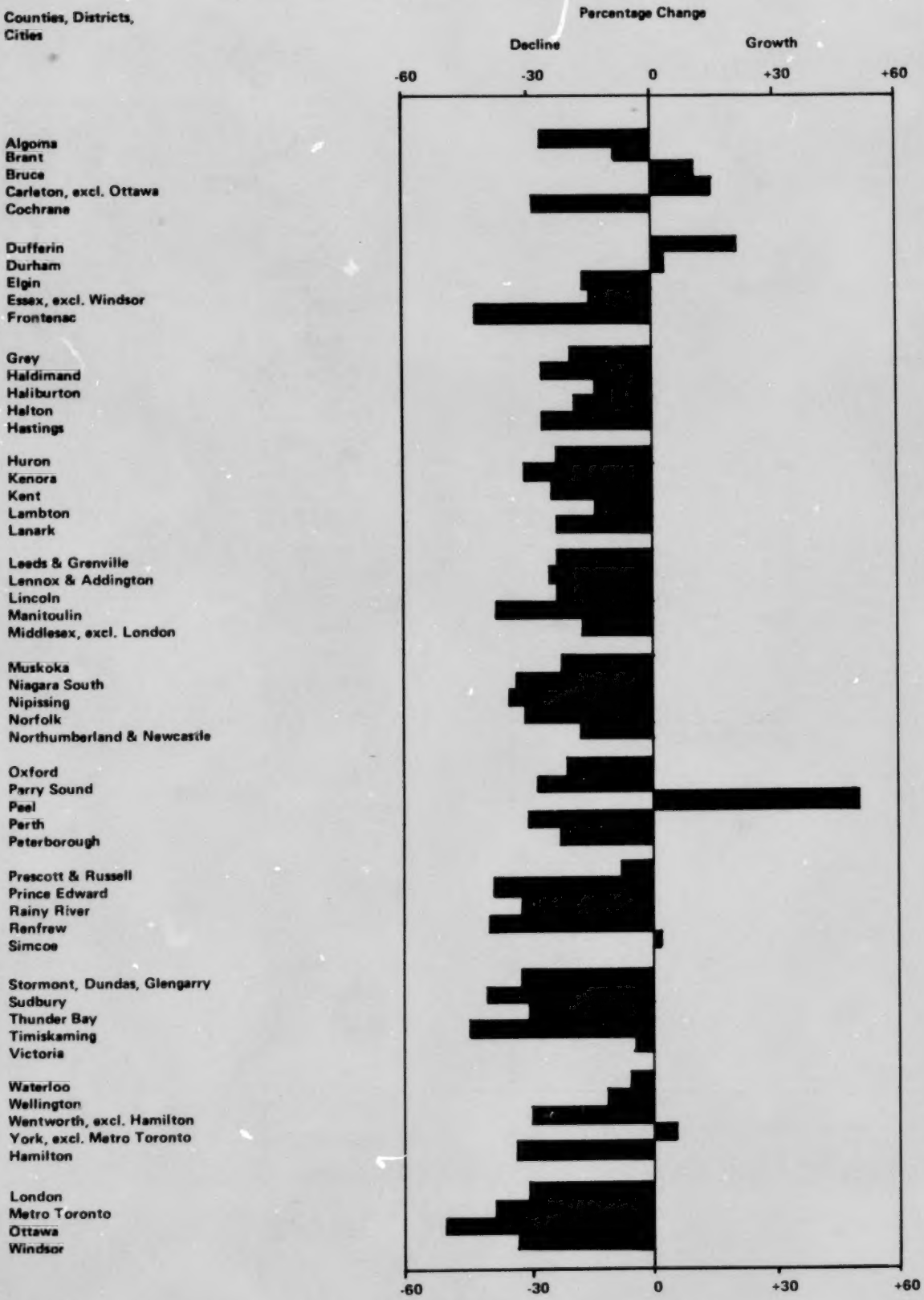


Chart 3.32

ONTARIO SECONDARY SCHOOL ENROLMENT, 1977-1996

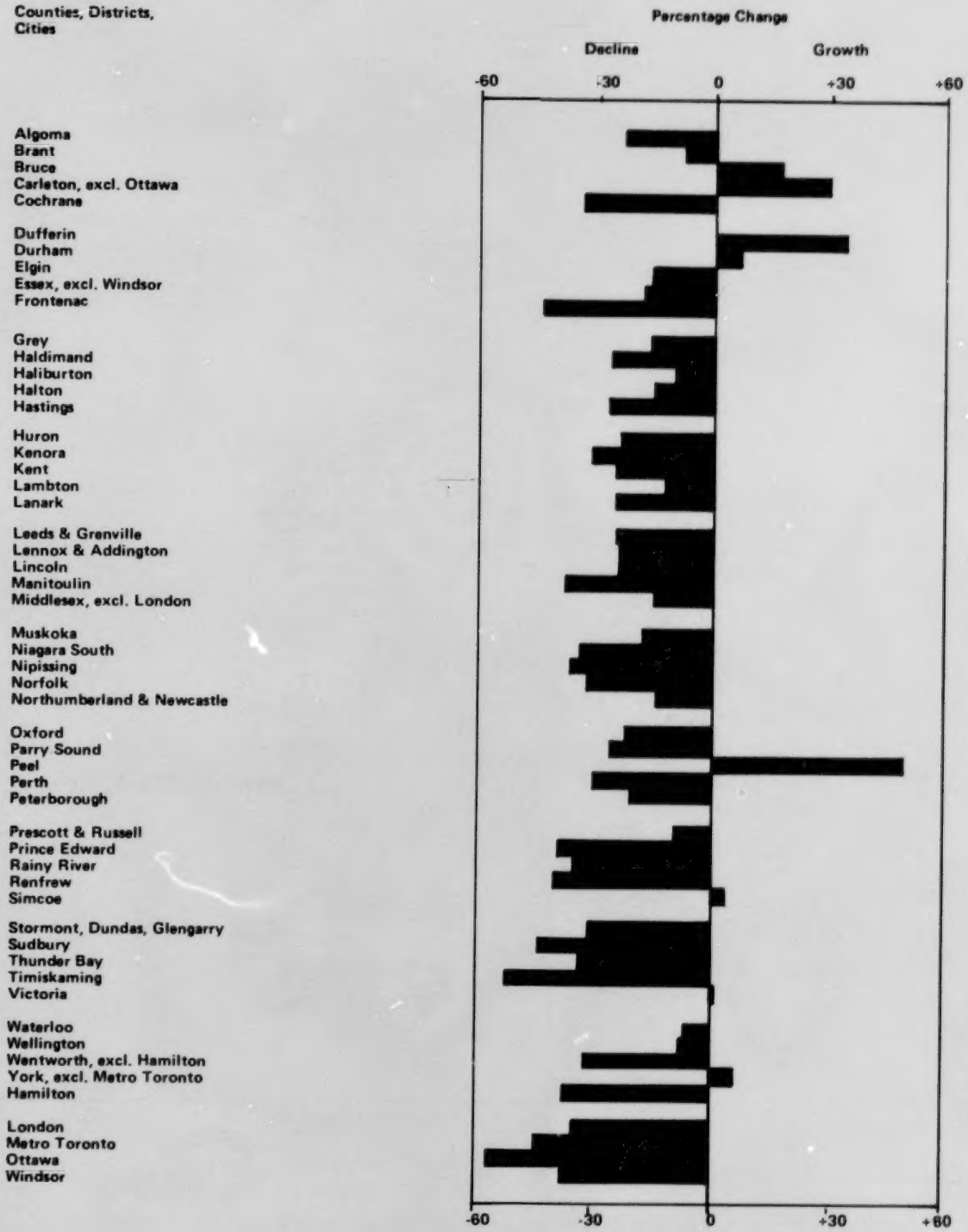


Chart 3.33

ONTARIO SECONDARY SCHOOL ENROLMENT, 1977-2001

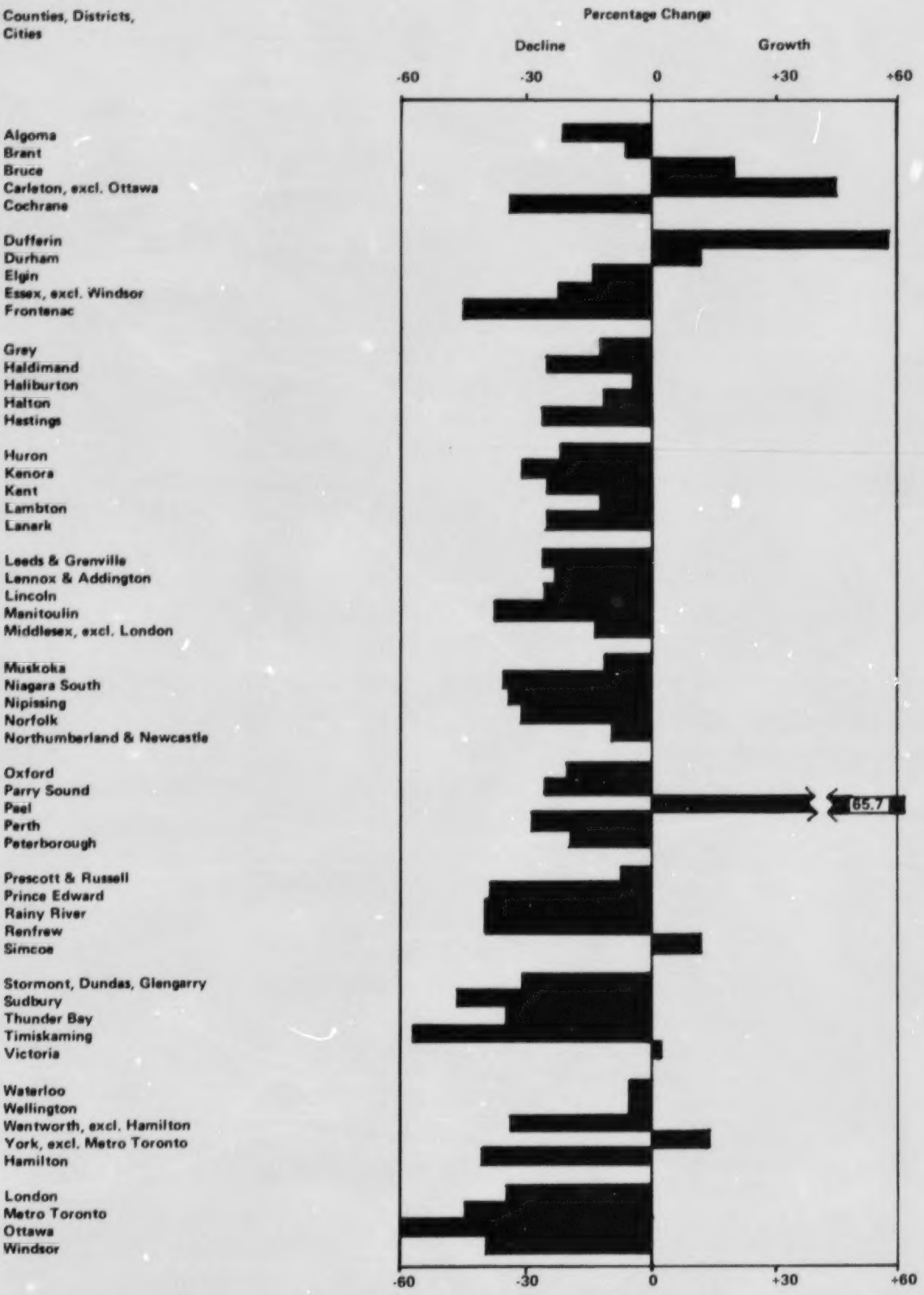
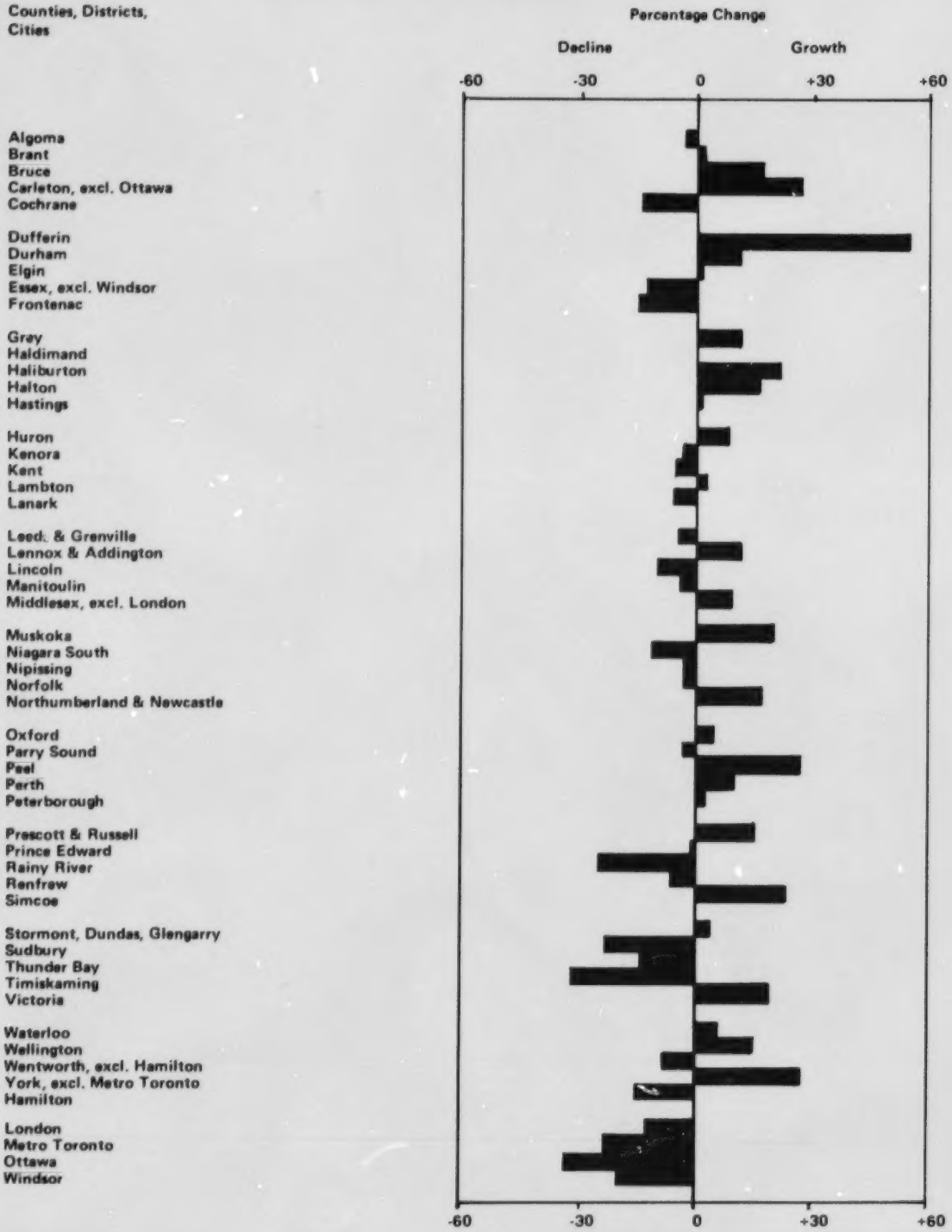


Chart 3.34

ONTARIO SECONDARY SCHOOL ENROLMENT, 1986-2001



Section II

Declining School Enrolments: Implications, Effects and Recommendations

Chapter 4

Implications of Declining School Enrolments for the School Program

Part I: The Mainstream of Public Education

I remind the reader that when I began my work a year ago I was influenced by the possible grave risk that the quality of education would be adversely affected by declining enrolments. Indeed, as recently as a few months ago I wrote in the Second Interim Report:

> My early suspicions that the quality of education was being adversely affected by the consequences of declining enrolment have been strengthened by what I heard at Commission hearings and what I have read in the briefs and studies. The fear of a reduction in the range of curriculum offerings is justified. Programs such as art, music and drama have already been adversely affected at the elementary school level in some places. It is likely that at the secondary level there will be more severe effects on the wide range of programs now available to meet the needs of our diverse student bodies.

My present position is that this statement could and probably should have been qualified to some extent. It is becoming clear that given the proper conditions, and especially advance planning, reductions in the range of curriculum offerings need not be a general phenomenon affecting most schools. There is less evidence still to support a claim that any of these reductions must become permanent and cannot be remedied after some reorganization within the system.

The Commission's Curriculum Task Force was appointed to advise on curriculum matters, especially as those matters are affected by declining enrolments. Among the activities undertaken by that Task Force were two province-wide surveys. One was a questionnaire survey of boards and teachers asking for perceptions of effects of declining enrolments on programs during the last three years and of the effects that are likely to be experienced during the next five years. The other was an interview-based survey of about 90 supervisory officers with curriculum responsibilities. It solicited their opinions of the impact of declining enrolments on school programs. The results in both cases were very useful.

I have now examined as much quantitative information as is available on what goes on in the schools of the province (much of which information is finance-related) and looked at the research on curriculum and enrolment done in this province and elsewhere. I am of the view that the ambivalent results from these empirical efforts to determine the effects of enrolment changes on programs are valid presentations of the evidence to be had. The evidence corresponds to a state of affairs in the schools that I will sum up this way.

> The majority of students in Ontario have not yet experienced significant deterioration of quality or variety in programs due to changing enrolment levels, nor need they necessarily do so as enrolments continue to decline if proper steps are taken. However, maintaining the level and quality of programs has meant an increased workload for many teachers and administrators. In most instances reduced programs and increased teacher work-loads can and will be remedied during a period of reorganization. During that period increased resources per student can materially alleviate conditions to the benefit of students and teachers. Only in some small number of boards and schools will the deterioration of programs not be amenable to repair by reorganization.

The most obvious negative effects of declining enrolments on programs are complications in the day-to-day operations of the schools. These are logistic problems of mobilizing the proper numbers of teachers and other personnel with the particular specializations we have identified as appropriate for the classroom experiences and services we want children to have, of organizing students into appropriately constituted classes in large enough numbers to be taught (and otherwise served) at unit costs we consider tolerable, and of complementing teachers and other personnel with the supplies and facilities conventionally associated with the schooling process in our system. These are manifestations of the same problems we refer to as economies-of-scale problems when speaking of school finance. When a school or a board cannot continue to deliver a constant quality of education to a reducing enrolment without increasing unit costs, it faces the consequences of economies-of-scale problems. More specifically, it faces the diseconomies of a reducing scale of operations.

This raises a question of tremendous importance to the strategy of implementing education policy. Are most of the quality of education

problems (or economy-of-scale problems) associated with declining enrolments short-lived, long-lived or permanent? I have chosen to consider problems enduring for 3 years or less as short-lived, problems enduring for more than 3 years but with a predictable end as long lived, and problems that will clearly endure for more than 3 years and with no predictable end as permanent. I am sorry to report that no one has a definitive statement to make on this question. Some judgemental decisions are called for.

Of the great body of literature related to economies-of-scale in education, only a small portion has been done for Ontario school operations. However, the general congruity between the work done here and elsewhere suggests that we would not be much better served by a greater amount of it. This literature (that pertaining to Ontario and that from other jurisdictions) is helpful to one who must make the judgements. I have been influenced by the work of two people in particular. The first is that of E. Brock Rideout (Department of Educational Administration, Ontario Institute for Studies in Education) dealing with "critical size," or the size of schools below which costs-per-pupil are especially sensitive to enrolment variation (see, for example, E.B. Rideout, The Effect of Elementary School Size on Operating Cost Per Pupil, a report on research done for the Ministry of Education, Ontario and presented to the Ontario Education Research Conference, December 3, 1977). The second is the work of Donald A. Dawson (Department of Economics, McMaster University, and formerly with Ontario Economic Council) dealing with economies-of-scale in school systems as a more general phenomenon (see, for example, D.A. Dawson, Economies of Scale and Cost-Quality Relationships in Elementary and Secondary Schools: A Survey, Working Paper No. 4, Commission on Declining School Enrolments in Ontario, 1978). It should not be inferred, however, that Rideout's or Dawson's judgements would necessarily agree with mine, or that other readers would be influenced in their judgements by these writers the same way I have been.[1]

In my judgement, the greater part of the declining-enrolment-education-quality problems (or declining-enrolment-unit-costs problems)

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[1]Readers should also study the reports prepared for this Commission by Dr. R.C. Kumar, as part of the series of mini studies (#3 and #10), which focus directly on the problems of declining enrolment at the board level.

are short-lived. They are organizational problems, very challenging ones indeed to our administrators, but they will normally be dealt with in short order and the rest within 3 years. (Of course, for those boards which will have lower enrolments every year for a decade or more, it should be recognized that the pressures on administrators will continue throughout that time and beyond.) A smaller part of the problems will be long-lived. They will pertain mainly to the use of long-lived assets (real estate for the most part) effectively and economically and to the search for satisfactory solutions to the economic, political and social problems of increased dependence upon busing. Only a very few problems will be permanent. They are, in effect, the ones not amenable to reorganization of systems, or the ones our administrators will not handle to our satisfaction, not in 3 years, and probably not in 30. In the main they will pertain to a few small boards in very sparsely settled parts of the province and to a small number of schools in sparsely populated or isolated parts of even large boards. The increasing unit costs, or the program quality deteriorations associated with declining enrolments in these cases will not be dealt with to our satisfaction by closing classrooms, closing or combining schools or more busing. Operations in these cases will be permanently characterized by inadequate programs or by the consumption of more than the average amounts of resources per student.

So, in effect, I do not regard the organizational-administrative problems associated with declining school enrolments as a threat to school programs which cannot be overcome. Such organizational problems can not only be dealt with, they are being dealt with. Doing so does take time, though, and to protect pupils who are enduring the periods of reorganization, some "extra" resources, or higher-than-ordinary unit costs are called for. (The recommendation pertaining to this is in Chapter 10, p. 300.)

I am somewhat more impressed by the seriousness of what the members of the Curriculum Task Force (as well as many persons giving briefs or making presentations to the Commission) refer to as a threat emanating from declining enrolments to "the philosophy of the Ontario curriculum".

That "philosophy" (perhaps "character" would be as suitable a word), when viewed historically, may be described as having three salient components: (1) decentralization of and sharing in decision-making, (2) equality of opportunity for all students and (3) a high degree of freedom of choice for students among a variety of curriculum options. I believe we must acknowledge some risks to them. The risks will be somewhat less if we are conscious of them.

If we think of those three components of our curriculum philosophy as policy objectives, we have to concede that they are sometimes competitive, i.e., there are times when, as we serve one objective more, we must serve another objective less. No doubt we could facilitate the equality of opportunity somewhat by centralizing our system of education and constraining students' curriculum choices. On the other hand we could promote decentralization and students' choices by de-emphasizing equality of opportunity. As the total resources going to most school boards are reduced along with declining enrolments (whether or not that reduction is proportionate to the enrolment decreases), there will have to be some changes in patterns of expenditure as well as levels of expenditure. In some cases hard decisions will have to be made by a board when it is forced to choose one of the following three alternatives: (1) a reduction in its commitment to the development of curriculum (in particular the activity of designing, in accord with Ministry of Education guidelines, courses of study and curriculum materials most suitable to local conditions), (2) the allowance of some compromise in its desired standards of direct education services to students (perhaps an increased pupil-teacher ratio) and (3) a reduction in the range of curriculum choices offered to students.

It must be emphasized that these are legitimate policy choices that some boards face, and the number of boards which have to make such choices will increase with declining enrolments. The policy choices made will be determined politically. For a board to sacrifice in the service of one policy objective in order to increase or maintain the effort related to another one, however, is not necessarily to abandon or change its goals, values or philosophy.

Large boards, especially those with high taxable-assessment per pupil ratios, have always had some advantage in terms of the resources they could commit to program design and curriculum materials development. Some boards will now find their capacities to spend on these activities reduced to what previously were the capacities of boards smaller than them. In order to increase the effectiveness of whatever expenditure on program development a board has, I offer these two closely related recommendations.

> School boards increase their cooperation with each other in the design of programs and development of curriculum materials. Regional officials of the Ministry of Education be instructed to provide their services in promoting and coordinating this cooperation on a regional basis and in some cases on an inter-regional basis.
>
> The Ministry of Education establish a team of Ministry and seconded external specialists to advise and assist boards and groups of boards in program planning and development work. Establish that access to the advisory team be through regional officials of the Ministry; the advisory team become operational only after a training program of three months; and the training program be a cooperative effort of the Ministry of Education, the Ontario Teachers' Federation, the Ontario Association of Educational Administrative Officials, university faculties of education and the boards.

The effectiveness of such an advisory team, or of any other tactic to encourage board-level autonomy in program design, will depend upon the Ministry emphasizing, both in its curriculum guidelines and in their rationales, that local participation in decision-making remains an essential part of our system of school programs development. The advisory team should understand clearly that its role is to complement and promote the efficiency of local curriculum planning efforts, not to substitute for them.

Our concern for equality of education opportunity demands that we move decisively to protect students in schools of boards where programs are eroding as a consequence of declining enrolments, notwithstanding my comments above that this is not and likely will not be a general problem. There have always been some "marginal schools," those operating at a scale barely adequate to maintain an acceptable program. The

number of these will increase (though we are still talking about exceptional cases and a small portion of our student population). In the interest of serving this aspect of what I above called our curriculum philosophy, and in the interest of students in the marginal schools, I repeat this recommendation from the Second Interim Report.

> The Ministry of Education take steps immediately to determine whether all schools throughout the province have the required program, i.e., the minimum set of educational offerings specified by provincial policy. If necessary, redirect the Ministry's monitoring process to this activity.

I am aware that some Ministry officials believe this to be a recommendation that the Ministry do what it is doing. To some extent that assessment of the recommendation is warranted. Nevertheless, the recommendation stands and is repeated here. Quite frankly, I am required to do so, despite the criticisms, because of what I have read in the briefs and listened to at the hearings. Moreover, the Ministry would be well advised to increase its efforts significantly and visibly in this direction if only to satisfy itself that my claim is correct that there will be only a small number of schools with programs affected negatively by declining enrolments.

A Foundations Program

Having said, in effect, that the people of this province must be assured that every school offers the minimum set of educational offerings specified by provincial policy, I have no choice but to offer some statements about what the core or foundations program for our schools can and should be.

Our schools have become very diverse in their cultural compositions. In addition, the schools probably serve a greater range of ability or readiness-for-learning than formerly, and certainly we are more sensitive to these variations than formerly. In responding to the varied populations our schools serve, our tendency has been to identify "new needs" and to insert some corresponding "curriculum component" into our school programs.

The result has been the evolution of a curriculum with some obvious strengths and weaknesses. It is rich and diverse and it provides opportunities corresponding to a wide range of interests, orientations and abilities. On the other hand, it is far from clear what its hierarchy of objectives is and for this reason it is often faulted for lacking a sense of direction, and for not taking care of "the basics".

I am not endorsing any of the current "back to basics" movements, at least not as I perceive them to be. But I claim that the policy-makers of any publicly-supported school system who do not attempt to understand and respond to what appears to be a common refrain coming from many back-to-basics spokesmen are lacking in political perspicacity.

It is not likely that as we go into a period of declining enrolments which will almost certainly result in the reduction of total (not necessarily per pupil) resources going to education, and into a period of increasing competitiveness among service areas in the public sector, we will be able to improve the curriculum or recognize new needs by adding to the school programs we have. Changes will generally necessitate the sacrifice of something already in the curriculum to accommodate something new. Under such conditions we need some agreement on what programs all schools in the province will be expected to have and to keep, even while they make changes.

The merits of a foundations program, as I see them, are these:

1. It is essential to the promotion of equality of educational opportunity.

2. It provides a reference to guide boards in constructing their own priority of program offerings when resource constraints require some reductions.

3. It offers the embodiment of whatever we are able to agree upon as the social vision or shared image of our schools and what they do. (I do not see that this precludes a continued, healthy competition among special interest groups for curriculum recognition.)

4. It reduces the danger that our respect for and appreciation of diversity will become a pursuit of diversity for its own sake. In this regard it is a reminder that not all life-styles can or should be reflected in the curriculum and that not all school environments are equally supportive of learning.

5. It presents a clear statement of what is expected from the schools and makes accountability at all levels of the school system possible.

I know that "the minimum set of educational offerings specified by provincial policy" that I have referred to have not, in fact, been specified completely. What we have to date are a number of moves in this direction, such as the identification of certain mandatory offerings as prescribed in the Ministry of Education Circular P1J1, The Formative Years. To expedite and consolidate these efforts, I offer this recommendation.

> A kindergarten to grade 13 foundation program for Ontario schools be developed and publicly tested by the Ministry of Education.

Social Policy and School Programs

It is no doubt true that schools mirror the societies they serve and for most of us it follows that the curriculum of the schools should evolve along with societal concerns, perceptions and interests. For some it also follows that the purpose of public schools is social reform and the curriculum of the schools, they believe, should be designed to deal with current social problems or issues. This view of schools as instruments of reform and social service was at the heart of many suggestions received by this Commission through the briefs and hearings.

I have received countless suggestions for recommendations to turn the school system into an agency of public health, a service for the aged and a general community service. I am sure that my very conservative recommendations on the structure of the school system (meaning its missions and relationships to other agencies of government and community) will be a disappointment to many enthusiastis for "reform through the schools".

I believe, however, that anyone who examines closely the legal mandate of the school boards and their sources of financial support will temper his plans for expanding rapidly the social-service role of the schools. If he also considers the specialized nature of the services

traditionally offered by the schools and then considers the "division of labour" that exists between the boards and the municipalities, and between the Ministry of Education and other Ministries, little indeed will be left of his plans for expanding the social reform or even social service role of the schools. The complexities of reorganizing school systems to accommodate new enrolment levels, plus the reduction in total resources available to school boards with declining enrolments, will convince most people that this is certainly not the most opportune time to make serious recommendations for expanding the social service roles of the schools. In any case, this topic does not fit comfortably in a discussion of curriculum. For a more complete discussion of the service role of the schools, I refer my readers to Chapter I, Section B of the Second Interim Report.

However, in this discussion of school programs there is one important aspect of the changing societal role of our publicly-supported schools that should be mentioned -- continuing or adult education. I noted in the Second Interim Report that I believe the continuing education activities of the boards will increase, independently of any recommendation by this or any other Commission, and perhaps independently of provincial policy.

There is some evidence that the proportion of the age group that traditionally attends secondary schools has ceased to increase in recent years. I assume that in most cases when young people leave secondary school before graduation it is for good reasons. I do not intend to recommend raising the legal school leaving age. I also do not intend to recommend a hard-sell campaign against "dropping out". But because the valid reasons a person has for leaving school at age 16 or 17 do not necessarily preclude his returning at some other age, and because I do not believe we are yet ready to see an end to the historic advancement of the average attainment level at which people leave the schools, I make the following recommendation.

> The Ministry of Education and the Ministry of Colleges and Universities make coordinated statements of their policies on the training of increasing numbers of adults with incomplete secondary school educations. These statements should clarify for the secondary schools the amount

of initiative they should take in "recruiting" adult students and recent school leavers, both for full-time and part-time study, in academic and vocational areas, and the legislative grant consequences of their behaviour.

Provincial policy in this regard need not be fixed for any long period of time. One intention of this recommendation is to help clarify the role of secondary schools vis a vis the Colleges of Applied Arts and Technology (CAATs) in the matter of apprenticeship training. Efficiency suggests that provincial policy regarding the roles of the CAATs and of the secondary schools in adult completion of secondary school and in apprenticeship training be determined in part by periodic studies of relative costs in the two systems.

There remains one other point to be made about social policy and the school programs. How are new perceptions of social realities and the political endorsement of them to be accommodated in the curriculum? For example, our schools are under pressure, some of it in the form of express public policy, to re-examine the exposure given in schools to particular ideas and attitudes about race and sex. It is obvious that such self-examination requires resources, and attendant efforts to change what the schools do in the way of affecting student perceptions in these regards will require even more resources. At the board level and the school level such activities are going on all the time. They are among the tasks local authorities undertake with the resources they commit to program development. If the Ministry of Education or the Cabinet want to speed up or affect the direction of these developments, the course of action open to them is clear. Special additional funds can be allocated to cover in full the costs of the required or suggested developmental and reorganizational activities.

Learning Materials

Under conditions of declining enrolment, or more correctly under the financial constraints that will characterize our adjusting to new levels of enrolment, efforts to improve the effectiveness of learning materials and the efficiency in the development and production of them are called for.

In the First Interim Report various practices used in Ontario for the commercial development of curriculum materials were identified. Since then, a study done for the Commission describing such practices in other countries has been completed.[1] It pays special attention to the role in several countries of curriculum materials development centres. The essential characteristic of these centres is joint collaboration of publishers, academics, school people and government officials in the development and testing of materials. We had years of similar successful experience in the former Ontario Curriculum Institute. It is the apparent satisfaction with these centres, with knowledge of efforts to initiate such centres in Canada and in light of our own experience that I offer this recommendation:

> The Minister of Education, in consultation with interested parties, plan for the establishment, on an experimental basis, of one or more curriculum materials development centres, or for the subsidization of, and participation in, an existing centre.

Correspondence Education

Ontario has a highly developed and successful program of correspondence education. It is appropriate at this time that some attention be given to expanding application of these activities, in particular as a complement to the teaching activities in schools in which enrolments are too small to allow the varieties of courses normally expected in the schools of this province. High quality correspondence courses deserve serious consideration as an alternative to the closing of schools due to reduced program offerings. The importance of correspondence education will be increased by declining enrolment.

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[1] J. Kormos, Educators' and Publishers' Perceptions of Quality Curriculum and Instructional Materials During Declining School Enrolments, paper prepared for the Commission on Declining School Enrolments in Ontario, 1978.

Native Peoples

Having made much of declining fertility and birth rates as the phenomenon behind declining enrolments, I must point to the case of the Native Peoples in Ontario as clearly qualifying as an exception. Whatever the problems associated with the provision of education services for them, they are not problems of accommodating to declining enrolments.

During the past two years there has been an increase in the number of tripartite agreements, involving the federal government, the bands and public school boards providing for education by the boards of children of Native Peoples. To my knowledge nine boards have now signed such agreements. It is sometimes claimed that the willingness of the boards to be a party to these agreements is in some measure due to declining enrolments of students of non-Native Peoples. However, there are more important relationships between this phenomenon and school programs.

Some band representatives have registered their concerns about the ability of publicly-supported school boards to provide relevant programs. Referring especially to the propensity of band students to leave secondary schools before completion, they make the following observations:

> The cultural assumption implicit in the curriculum and curriculum materials are inappropriate to Native Peoples.
>
> In some northern isolated districts Native Peoples learn better if taught in their own languages.
>
> Students are often required to travel long distances, often as much as 100 miles a day, to and from school.
>
> Students feel like strangers in the schools.
>
> Parents are not able to comprehend what their children are doing.
>
> Contracts are negotiated with a particular school board and pertain to particular schools. If students are dissatisfied, they do not have the otherwise commonplace choice of another school.

In accord with the spirit of the recommendations for school programs for the general system of schools, these recommendations are made for schools for Native Peoples.

> The community liaison encouraged by Ministry guidelines PONA (People of Native Ancestry) I, II and III (in preparation), be continued and expanded. The intent of the liaison should be to make the curriculum offered the students as relevant to their culture as possible without the curriculum becoming a discriminatory confinement of opportunity. One way might be to increase the use of native teachers.
>
> The Ministry of Education play an active role in cooperation with the boards in providing empathetic guidance personnel able to increase the awareness of students of the range of options open to them.
>
> The Ministry of Education and the boards encourage the Native Peoples to exercise their rights of involvement in board and school affairs, including by seeking board membership.

French as a Second Language

The present arrangement for funding French as a Second Language (FSL) was announced by the Ministry of Education in April, 1977. Funding is based on the number of student class hours spent studying French or studying other subjects in the French language. Where a core program in French is offered, it is compulsory for all children in the grade for which it is offered. Further, the Ministry has expressed its hopes and expectations that every board in the province will offer French immersion programs for all students who want them.*

The availability of increased funding for FSL programs led most boards to anticipate increased use of them, particularly for immersion

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*1. The term regular, or core, program designates the common present pattern, that is instruction in French as a second language per se.

2. The term extended program designates one in which there are two components: a program in French as a second language plus a subject or subjects taught in French.

3. The term immersion program designates one in which 70% or more of the total instruction time is in French in the first year of the program, regardless of the grade level at which French is introduced. This time allotment may be altered in subsequent years of the program.

or extended FSL programming. However, increased FSL programming combined with overall declines in school enrolments do not suggest a net increase in numbers of students taking FSL. On the basis of several continuing studies made available to me, and on the basis of data from the Ministry of Education, I estimate that number will decline by 4 to 5% by 1980-81. With some increase in extended and immersion programs, the corresponding change in the number of full-time FSL teachers should decline by 3 to 4%.

The problems referred to in previous chapters as being associated with the reorganization of school operations to accommodate declining enrolments may well complicate the administration of sequential FSL programming. An increase in the number of combined or split-grade classes and an increasing number of itinerant teachers (working less than full days in a given school) may well cause more difficulty for FSL teaching than for most programs. The problems may be exacerbated where alternative programs, such as immersion and core, are offered, thus reducing the potential enrolment for each.

The Ministry of Education indicates that no large-scale displacement of unilingual Anglophone teachers due to the expansion of FSL is anticipated.

> ...it should be realized that, while many school boards will begin the expansion of their French programs even in the 1977-78 school year, the major impact will emerge gradually over the next several years. Normal attrition, combined with careful advance planning on the part of school boards, will alone be enough to keep displacement problems to a minimum. In addition, the possibility of attendance at short French immersion courses will in some cases be enough to upgrade French facility to permit teachers to switch into core French programs where this is desired.[1]

The same document also makes the following points:

> As the emphasis on French instruction increases across Ontario over the next few years and beyond, the demand for competent teachers will increase... The new increased focus on French programs will itself be a factor in attracting even more candidates into teacher training programs for French as a second language. In addition,

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[1] Teaching and Learning French as a Second Language, April 17, 1977, Ministry of Education, Ontario.

there are today in Ontario large numbers of teachers who are qualified and able to teach French, but who have opted to teach other subjects. It is anticipated that a significant number of such teachers will be attracted back to French because of the increased emphasis on French, and the improved working conditions that can be expected to develop.

There is a new Ministry plan instituting seven steps to increase the supply of competent teachers of French. They include summer courses, a new French immersion centre, financial support in the form of travel expenses and tuition fees for persons attending the immersion centre, new courses for immersion teachers-in-training, etc.

As the structure of demand for teachers changes, a "watering down" of standards in teaching FSL may become a short-run problem associated with declining enrolments. But it must also be pointed out that declining enrolments are often seen as leading to higher standards of admission to faculties of education and ultimately to better qualified candidates for teaching.

My recommendations related to FSL are these:

In the case of split or combined-grade classes, a special effort be made to schedule separate FSL classes for each grade.

Schools attempt to reduce the movement of itinerant teachers from school to school by changing FSL sessions from 20 to 40 minutes (this is a stated aim of the Ministry's new FSL program).

Boards pay special attention to the integration of secondary and elementary FSL programs.

Where small numbers of students for senior classes (e.g., grades 11-13) jeopardize the maintenance of language programs, boards designate at least one high school as an FSL centre and consolidate senior classes to assure a complete program (grades 9-13).

Boards consider the cooperative services model initiated by the Midnorthern Region, and other cooperative models, to ensure that some consultant services remain available to teachers.

English as a Second Language

English as a Second Language (ESL) is an all-encompassing term covering a variety of programs and needs. As federal immigration policies change, so do requirements for ESL programs. In addition to the standard programs for non-English-speaking students, some boards have now found it necessary to create programs in English as a Second Dialect (ESD) for those students who have come from the English-speaking areas of the West Indies or from an English-speaking background in India or in Pakistan, where the form of English is not standard Canadian English.

The following quotes are taken from a draft of a Standard Brief prepared by the Ontario Association of Teachers of English as a Second Language (TESL):

> There is very little related to the teaching of English as a second language which can be spoken of in broad or general terms for the typical ESL student or teacher does not exist... Students in need of ESL instruction vary in age, educational background, native language, socio-economic status, and aptitudes. Teachers of ESL work in varied situations: some have a few ESL classes interspersed between regular classroom subject lessons; some work part-time; some work full-time in ESL in one classroom or in several different classrooms...These and many other parameters related to the TESL profession make it difficult, then, to adequately discuss and make recommendations where current issues and problems in the field are concerned.

The four basic types of ESL programming are:

(1) reception classes -- using "immersion" techniques,
(2) withdrawal classes -- in which the child is placed in a regular class but withdrawn for special ESL instruction,
(3) transitional or bilingual classes -- in which the child is gradually weaned from the mother tongue to English by a bilingual teacher,
(4) regular class placement -- with reliance on the classroom teacher's expertise (successful only with highly motivated children).

The Ministry of Education has established a weighting factor for ESL. The money generated is based on the number of teachers of ESL employed by a board and goes into the general operating budget, presumably to help defray the extra costs. To many people involved in the

teaching of ESL/D (English as a Second Language/Dialect), the establishment of the weighting factor is considered a step in the right direction in acknowledging that ESL instruction is an add-on that falls more heavily on some boards than on others.

In 1977 the Ministry of Education issued guidelines for the teaching of ESL at the intermediate and senior divisions (grades 7 to 12). The Ministry, at the same time, made provision for up to three credits in ESL being used towards a secondary school graduation diploma.

Since immigration to Canada has been reduced by economic difficulties and public policy, the number of children requiring ESL has decreased and is expected to stabilize over the next five years, in the opinion of representatives of one of the boards most affected -- Toronto. For that board, the number of full-time equivalent teachers used has dropped from a high of 176 (elementary) and 47 (secondary) in 1975-76 to an anticipated 136 (elementary) and 45 (secondary) in 1978-79. The projections are 78 (elementary) and 25 (secondary) for 1980-81.

While some boards agree that enrolment is levelling off, still others report that theirs is increasing. A number of reasons may account for the latter fact:

(1) Identification techniques are becoming more sophisticated as boards gain experience in dealing with ESL students.

(2) There is a backlog of students who require extra help in upgrading their skills to reach their full potential.

(3) The reunification of families remains the top priority in the federal government's present immigration policy, meaning that a larger percentage of immigrants are, and will be, school-age children.

Comments to this Commission about ESL programming have centered upon certain deficiencies, such as the lack of adequate identification and assessment procedures, the peripheral nature of the program in some schools, the use of basement classrooms, the use of untrained teachers, the lack of resource materials and the general lack of integration of ESL with the regular program of the school. As more classroom space

becomes available, however, the use of basements or portables for ESL will, I hope, decline. On the other hand, the use of untrained teachers may well become the norm as principals strive to fill the timetables of existing staff. (ESL teachers claim there is prevalent a mistaken belief that anyone who is English-speaking can teach English to immigrants.)

Mary Hainsworth, in her Report on Second and Third Languages for the Commission on Declining Enrolments, reports:

> Teachers already in the ESL/D field are discouraged. Policy changes by the federal government, declining enrolments and the general economic situation all have a bearing on job security for teachers, and are all factors beyond their control. Qualified ESL teachers are disappointed when programs are discontinued, because of their increased awareness of what needs to be done for ESL students in Ontario. Teachers are also discouraged by the lack of tenure, the few opportunities for advancement in the ESL field, the fact that some ESL teachers, being the most recently hired, will be, or have been, the first to be released by boards forced to cut back. With seniority as the criterion for keeping or releasing teachers, the new, but specialized ESL teacher will be released in favour of the longer-tenured non-ESL specialist. Of course, all this is true of teachers in general, not just teachers of ESL/D.

Much of the input from Metropolitan Toronto boards, particularly from the four boards most affected by the need for ESL programming, centered upon their dissatisfaction with the Metro financing formula for ESL. It recognizes for full credit only a student from a non-English-speaking country whose family has been in Canada for less than one year, and for half a credit for that same student the following year. Correspondents complained that this overlooks the child who is born in Canada but arrives at school speaking no English, and the child who comes from another country to join parents who have now established themselves and may already be Canadian citizens.

My recommendations related to ESL are these:

> The focus of ESL teacher training courses shift from that of preparing only specialist teachers to that of giving all interested teachers some ESL skills (while continuing to prepare some ESL specialists).

The Ministry weighting factor continue to be tied to the number of ESL teachers employed and ESL become a mandatory service, i.e., the Ministry of Education clearly establish the right of all children needing ESL or ESL/D to that instruction.

Some Experience '79[1] students, together with an experienced TESL member, be utilized next summer to prepare annotated ESL resource lists.

Cost-effectiveness of ESL programs and identification of systematic assessment and monitoring processes be incorporated in any list of projects being considered for funding under the contractual research program of the Ministry of Education.

Multiculturalism

The nation and the province have endorsed a policy of multiculturalism. In doing so, the province recognizes the rights of individual groups to retain aspects of their culture important to them. As part of that policy efforts are being made to eliminate all traces of racism in our schools and consequently in our society.

Given this position, multiculturalism is not an addition to the curriculum, but an ethic or value that should permeate every aspect of the curriculum. From one perspective, multiculturalism is unaffected by declining enrolments, since it is not a specific program requiring cost-efficiency calculations.

The new guidelines on bias being prepared by a Ministry of Education committee for book publishers are a step in the right direction, but even closer liaison between Ministry, the minority representatives and book publishers will be needed in the future. What should be striven for in textbooks is objectivity, neutral language and a world vision.

At present many of our textbooks reflect only one socio-economic class in our society. With the aid of incentives such as the Learning Materials Development Plan, a strong beginning in making our texts reflect the reality of our society has been made. This initiative

[1] A provincially-funded summer program to supply employment for senior secondary and university students.

should not be allowed to decelerate. Our efforts must go far beyond the preparation of textbooks and other materials to the development of appropriate attitudes on the part of all citizens.

In-service training of teachers for a multicultural society has been with us these past two years. There remains, however, some misapprehension on the part of many teachers. Multicultural education is sometimes perceived merely as immigrant education. (Indeed, several board representatives replied to questions on multiculturalism with the words "Not applicable".) Every city or country offering economic opportunity is now a multicultural community. Populations are mobile as never before. If school is to prepare students for the future, it must prepare them to live and work in harmony with others of all races, creeds and cultures.

Several board representatives mentioned the danger that if seniority remains the sole criterion upon which redundancies are to be declared, the first persons to go will be those teachers for whom boards have only in recent years recognized a need, i.e., members of minority groups. This is a very serious implication of declining enrolment. The answer, of course, lies in the criteria used in determining redundancy and in the policies of the boards concerning special circumstances.

My recommendations related to multiculturalism are these:

The present initiatives on the incorporation of the ethic of multiculturalism into the curriculum be encouraged and continued.

All teachers be prepared for teaching in a multicultural society. Multiculturalism, as a part of teacher training, should be an ethic that permeates the syllabus.

There be close liaison among publishers, the Ministry and representatives for the various majority and minority groups to ensure quality multicultural materials.

The initiatives begun under the Learning Materials Development Plan be continued and be expanded when feasible to include specific support materials prepared "under contract" to the Ministry.

Third Languages (Secondary Level)

Enrolment in these programs generally declined markedly with the introduction in the late 1960's of the credit system in the high schools and has been declining since. However, the influx of large immigrant groups into the urban areas of the province has created some demand for third language programs that are ethnically based. For instance, the Toronto board has found a demand for two kinds of Chinese, modern Greek, Portuguese, Polish, etc. These kinds of third language programs are therefore dependent on population patterns and changes.

Night school registration used to be closed to daytime students while summer courses were used for remedial purposes only. This is no longer the case and many students are choosing to take a third language option outside regular school hours. This new factor exacerbates the effects of declining enrolment on day-time third language courses, and they may eventually disappear from the regular school program.

Boards, subject to Ministry approval, may offer any language for which there is sufficient demand. Generally speaking a minimum enrolment of 25 students is considered appropriate. Since the final decision rests with the principal, what is considered appropriate varies considerably. Most teachers of third languages teach other subjects as well.

The most popular third languages at present are German, Italian, Portuguese, Spanish and Greek (see Table 4.1). However, even in these languages the effects of introducing the credit system and the subsequent decline in language course enrolments are being felt. Four-year courses are sometimes reduced to three years, or grade 12 and 13 or grade 11 and 12 classes are combined. Grade 13 classes in third languages are perceived to be in greatest danger.

The effects on the secondary school of the new Heritage Language programs at the elementary level have not yet been estimated. Some teachers and consultants feel that the lack of trained teachers, the longer school day involved and possibly family pressures on students

TABLE 4.1

ENROLMENTS IN THIRD LANGUAGE PROGRAMS
(Excluding Toronto Board)

	YEAR	GERMAN (12)*	ITALIAN (8)*	SPANISH (13)*	OTHER (9)*
ACTUAL	1975-76	3,312	3,394	1,998	1,611
	1976-77	2,972	3,591	1,815	1,389
ESTIMATED	1977-78	2,859	3,863	1,825	1,198
	1978-79	2,626	3,697	1,753	1,194
	1979-80	2,402	3,445	1,741	1,184
	1980-81	2,311	3,089	1,816	1,123
	1981-82	2,156	2,838	1,769	1,128
	1982-83	2,078	2,674	1,760	1,229

*Number of boards

Source: Report on Second and Third Languages, Working Paper No. 37, Commission on Declining School Enrolments in Ontario.

may alienate some students from third language study by the time they reach high school. On the other hand, others feel that some academic training in heritage languages will make the subject easier to pursue in later years, and for that reason more students might choose third language study as an easy option. The elementary school program offers a wide variety of languages, far wider than is now currently offered at the secondary level by even the most "multicultural" of boards. Whether this great range of languages could be offered at the secondary school level is doubtful.

The following are the comments from a major city board:

> The enrolment in other than the traditionally-taught third languages is rising slightly. It is difficult to estimate whether this will spill over into the "traditionally-taught" group, as languages seem to be gaining public favour for multicultural, educational and career-oriented reasons. Another unassessed factor which may affect third language enrolment is the new and expanding heritage languages program in the elementary panel.
>
> The decline and demise of Russian may be attributable to the introduction of other Slavic languages. Inasmuch as no heritage languages program has been established in Russian, and insufficient interest was expressed in night school credit courses, there seems to be no reasonable foundation for anticipating its revival.

The particular difficulties with grade 13 classes would indicate the need (at least in urban areas) for some cooperation between secondary schools and between boards, with each school offering only some grade 13 subjects. In other countries, such as Britain, there is a move towards the formation of "sixth-form centres" and "sixth-form colleges" for dealing with small enrolments in senior classes. There is also some liaison with the polytechnics and Teacher Education Colleges, which would tend to suggest that where numbers are small we should explore liaison with the community colleges for grades 12 and 13 work.

There is some feeling among those involved in third language teaching that declining general enrolments, which have as yet barely been felt at the high school level, will kill third language programs, except in those areas where large immigrant groups will support them. Courses may then become dependent on population shifts. For instance, if a large

Italian population gradually gives way to a West Indian population in a certain area, the demand for Italian may well cease at the schools in that area, to be required again somewhere else. Immigration patterns and policies will certainly play their part in this kind of third language program. Thus, it seems that the demand for its language programs may become governed by policies and patterns beyond the control of the local school board, or even beyond the control of the Ministry of Education.

The year before the credit system came into effect there were more language teachers trained than ever before at the University of Toronto's Faculty of Education and every one of them was hired. At a large high school in Metropolitan Toronto in the late 1960's there were 10 teachers in the Modern Language Department. This year the same school has 4.

Since third languages are highly specialized subject areas, few teachers in other subject areas can transfer to them. A few new teachers will be required each year. The following chart illustrates that the total number of third language teachers in training at the Faculty of Education, University of Toronto, has remained surprisingly constant over the years. However, the shifting structure of that enrolment suggests that the demand has not been constant for all languages.

Year	Spanish	German	Italian	Russian	Total Faculty Enrolment
1969-70	39	35	16	17	--
1971-72	22	24	18	16	1,301
1973-74	17	23	22	4	1,374
1977-78	16	17	37	0*	1,350

*Russian no longer offered as an option.
Source: Report from Faculty of Education, University of Toronto

Because third language teachers are worried about their jobs, there may be a tendency to "water down" standards in order to attract more students to the courses. On the other hand, there will also be pressure

on the teacher to produce more stimulating and attractive courses, a pressure to which most dedicated teachers will respond positively.

Third language teachers find that when they need assistance it is not readily available. Not all boards have consultants in language programs. At times a third language teacher may be the sole teacher of his subject in a board or area. There would seem to be a very special need for refresher courses and other efforts made to help these teachers stay up-to-date in their fields.

My recommendations related to third languages are these:

Where numbers for senior classes decline drastically, boards consider creating a language centre at one high school to ensure that a full sequential language program be offered to students who have commenced study of a language.

The choice of languages to be offered be more influenced by community needs than by school traditions.

When the Heritage Language program appears to be fully operational, attempts be made to measure its effects on secondary school programming.

Neighbouring boards cooperate to avoid duplication of services, in particular languages, and to ensure that consultant services are available to teachers.

Heritage Language (Elementary Level)

The intent of this program is to facilitate the retention of languages that immigrant children have acquired at home. However, Heritage Language instruction is limited to after-school or extended school day instruction.

Since the advent of the Heritage Language program, some 45 boards are offering instruction in 30 languages; 52,680 children are involved in 1,960 classes. One urban director has gone so far as to say publicly that the Heritage Language program has been one of the best mechanisms ever for obtaining community and parental involvement in the school. Furthermore, we are developing interest in students and teachers other than those for whom the language is the mother tongue. Many are now realizing that since the classes are public, anyone may join.

In answer to questions on Heritage Language, representatives of those boards offering such programs felt that it was too soon to comment, but predicted that there would be few changes due to declining enrolments provided that Ministry financial support of the program continued at least at the present level.

I recommend:

The Heritage Language program be continued in its present form for a minimum of four or five years. When the program appears to be fully operational and stabilizing, some attempts be made to predict the implications for secondary school programming and to develop plans for the long-term development of the program in schools at all levels.

Early Childhood Education

Within the education community, the reduced demands resulting from declining enrolments and the rising demands for early childhood care/education might appear, at first glance, to have the potential for cancelling out one another. However, education problems are never so easily solved. Before deciding to support an extension of the school's involvement in early care/education, we must have more knowledge (i.e., evidence to warrant sweeping change) than is available in 1978. Moreover, it must be remembered that the Ministry of Community and Social Services in our province has just announced plans to develop local children's services committees. It is planned that these committees will become "the focal point for the coordination, planning, delivery and funding of children's services at the local level," but the extent of the "full range of required services" has not been specified as yet, at least not to my knowledge. No mention has been made of relationships with schools or school boards, or whether these committees are to be school-centered and education-oriented. Obviously there must be some cooperation, sharing of information and, it is hoped, some efforts to avoid duplication.

Much of the evidence of the effects of early education programs is too inconclusive to have much reference to policy. However, there is evidence of positive effects of cognitively oriented programs, particularly

for disadvantaged and "high risk" children. Further, there is reason to believe that effects of specific and planned interventions in programs for 4- and 5-year-olds will persist during the years when children are learning basic skills. These findings suggest that present kindergarten programs for "high risk" children in Ontario could profitably be supplemented with additional program components focusing on special learning needs. This could be done in cooperation with the new local committees referred to above, under the joint sponsorship of the Ministry of Community and Social Services and the Ministry of Education.

There is much clearer evidence pointing to the demand for more day-care services for children below school age. There is also evidence of a need for out-of-school hours care and supervision for many school-aged children. Certainly there is widespread concern for the "latch key" child and for finding day-care for the child who is at school for half a day only.

Schools would appear to possess facilities (e.g., library, gymnasium) and the human resources (e.g., teachers with special skills/talents) to lend support on a cooperative basis for a program of enriched day-care for primary and junior grade children. Athletic programs, opportunities for participation in music, art, drama activities, crafts and special hobby groups are among the activities which could conceivably make up an enriched supplemental day-care program. The provision of such programs in addition to the regular school program would require scheduling accommodations for the use of various facilities, some redeployment of staff and some significant change in hours of the working day for both professional and support staff. However, these are only administrative arrangements, not insurmountable obstacles.

My only recommendation regarding early childhood education is this:

The Minister of Education and the Minister of Community Services confer to determine the extent of services to be provided to "normal" and to "underprivileged" or "high risk" pre-school children, and to very young school children during their out-of-school hours.

With declining school enrolments, the school systems in many communities may, in fact, be in a position to provide efficiently and effectively a large part of the physical facilities and some of the human resources that were previously unavailable but needed.

Special Education

There is no evidence of decreases in the numbers enrolled in special education classes, at least not on a provincial basis. There is also no agreement on the total number, or percentage, of children who require special education treatment. Some writers seem to suggest that up to half of those enrolled in school would, in fact, benefit from special treatment.

Despite increases in special education facilities in recent years, the claim is made that there are about 15,000 children in our province who are on waiting lists for such programs and an estimated additional 15,000 as yet unidentified.[1] There are, in addition, children needing special treatment who are currently excluded from education within the province because they are in institutions which do not have an education program or have gone to private schools outside Ontario. It is suggested that advances in medical science which have resulted in very substantial decreases in infant mortality rates, especially of premature infants and those suffering severe illness and trauma, will also increase the number of children requiring special treatment. On the other hand, certain conditions (e.g., rubella and meningitis) which cause learning disabilities have been virtually eliminated. As a result of all this the special education population is rapidly changing in composition. The early-identification programs which have just begun will undoubtedly find a large number of children (estimated to be at least 10,000) in need of preventive treatment. In total the increases we are faced with seem to be of about 46,500 children. At present, about 12% of students are enrolled in special education programs of one kind or another.

Judi B. Kobrick and Carol Reich of the Department of Special Education at the Ontario Institute for Studies in Education, in a report

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[1] Education Report -- Ontario School Trustees' Council, Vol. 29, March 27-April 1, 1978.

for the Commission (Working Paper #36, Declining Enrolments and Its Ramifications for Special Education, 1978), make this observation:

> "(However,) it is difficult to project special education needs with any precision because tremendous variation exists in how various exceptionalities are defined and assessed. For example, estimates of the incidence of emotional disorders range from 2.2 to 49%. 'Learning disability' is a vague diagnostic category, which is estimated to occur in from 10 to 25% of the population, depending on what definition is used (cf., CELDIC Report, 1970)". (p.7)

When this uncertainty is combined with the fact that being labelled as "special" or "exceptional" may have negative rather than positive effects on a child, and that when additional funds are made available by the province for special education purposes the school boards may, for that reason alone, identify more special education cases, it becomes clear that we must proceed with considerable caution.

There have been great changes in recent years in the type of programming provided, in particular a move from separated special classes to integrated programs of regular classes complemented by special resources in personnel, etc. In addition, it is clear from Tables 4.2 and 4.3 (from the Kobrick-Reich Working Paper) that our present levels of commitment are considerable and growing. However, both the Ministry of Education and the school boards surveyed believe that more needs to be done. Declining enrolments and any attendant decrease in total provincial expenditures (real dollars) for education should not be permitted to jeopardize the future of children who need special education services. However, I have no intention of suggesting more special education just because the scale of other education operations will be reduced. Accordingly, I recommend:

> The Ministry of Education ensure, through monitoring processes and the provision of sufficient financial and other resources, that all children who now, by accepted government policy, have the right to special education services, receive the required treatment.

There is some danger that financial constraints and efforts of the general education system to maintain its scale of operations will erode special education, i.e., cuts, when required, may be concentrated on special services. In the smaller school systems it is probable that

TABLE 4.2

ONTARIO SPECIAL EDUCATION ENROLMENTS,
BY TYPE OF PROGRAM AND YEAR

TYPE OF PROGRAM / YEAR	1975	1976	1977
ELEMENTARY			
SPECIAL CLASSES	37,417	35,750	37,352
RESOURCE PROGRAM	123,072	131,233	138,148
HOSPITAL SCHOOLS	3,468	4,134	2,472
SECONDARY			
SPECIAL CLASSES	29,430	40,714	45,195
RESOURCE PROGRAM	15,889	22,770	23,029
HOSPITAL SCHOOLS	115	423	459
SCHOOLS FOR TRAINABLE MENTALLY RETARDED	7,567	8,204	8,329
SCHOOLS FOR BLIND AND DEAF	1,148	1,126	1,074
NOT ENROLLED IN ANY PROGRAM	977	1,120	536

(1) Since each number represents program enrolments and hence leads to double counting, the entrees are not additive.

Source: Declining Enrolments and its Ramification for Special Education, Working Paper No. 36, Commission on Declining School Enrolments in Ontario.

TABLE 4.3

ONTARIO SPECIAL EDUCATION ENROLMENTS
BY EXCEPTIONALITY, TYPE OF PROGRAM, AND YEAR(1)

EXCEPTIONALITY	TYPE OF PROGRAM			
	ELEMENTARY		SECONDARY	
	SPECIAL CLASS	RESOURCE PROGRAM	SPECIAL CLASS	RESOURCE PROGRAM
1 REMEDIAL				
1975	-	62,424 ↑	-	8,604 ↑
1976	-	65,240 ↑	-	12,557 ≀
1977	-	69,727	-	11,660 ≀
2 LEARNING DISABILITY				
1975	6,597 ↑	7,386 ↑	2,652 ↓	1,896 ↑
1976	6,731 ↑	7,681 ↑	908 ↓	2,676 ≀
1977	7,488	8,171	630	2,186
3-4 RETARDED & SLOW LEARNERS				
1975	19,753 ↑	9,164 ↓	20,909 ↑	783 ↑
1976	20,937 ↑	8,510 ↓	36,322 ↑	2,177 ≀
1977	21,618	8,230	37,983	2,028
5 TRAINABLE RETARDED				
1975	65 ↓	23 ↑	80 ↑	8 ↑
1976	26 ↓	32 ↑	90 ↑	38 ↑
1977	29	36	129	27
6 GIFTED				
1975	2,907 ≀	2,984 ↑	1,353 ↑	467 ↑
1976	2,131 ≀	4,526 ≀	1,213 ≀	1,145 ↑
1977	2,427	4,359	2,384	1,217
7 BEHAVIORAL				
1975	2,048 ↓	2,212	1,439 ↓	839 ↑
1976	1,834 ↓	2,406 →	931 ↓	902 ↑
1977	1,660	2,239	714	1,136
8 HEARING IMPAIRED				
1975	773 ↓	499 ↑	264 ↓	165 ↑
1976	666 ↓	525 ↑	205 ↓	238 ↑
1977	610	567	188	237
9 LIMITED VISION				
1975	163 ↓	181 ↓	161 ↓	124
1976	103 ↓	169 ↓	112 ↓	395 →
1977	48	155	92	137
10 ORTHOPAEDIC				
1975	569 ↓	353	249 ≀	115 ↑
1976	448 ↓	294 →	152 ≀	176 ↑
1977	367	305	167	230
11 MULTIPLY HANDICAPPED				
1975	451 ↑	130	99	33 ↑
1976	681 ↑	243 →	77 →	61 ↑
1977	816	151	94	62
12 SPEECH AND LANGUAGE				
1975	1,286 ↓	24,197 ↑	342	1,049
1976	553 ↓	26,793 ↑	151 →	1,162
1977	506	29,775	196	1,135
13 OTHER				
1975	2,804 ↓	13,519	1,927 ↑	1,806 ↑
1976	1,687 ↓	14,806 →	1,843 ≀	2,449 ↑
1977	1,761	14,224	2,613	2,974

Source: Declining Enrolments and its Ramification for Special Education, Working Paper No. 36, Commission on Declining School Enrolments in Ontario.

KEY:
↑ Enrolments increasing regularly
≀↑ Enrolments appears to be increasing but the trend is irregular
↓ Enrolments decreasing
≀↓ Enrolments decreasing but trend is irregular
→ No clear trend discernible

(1) Since each number represents program enrolments and hence leads to double counting, the entries are not additive.

situations will arise when there will be pressures to reduce services below an adequate level. On the other hand there is also some risk of an enthusiastic over-expansion of special education services. For these reasons, the Ministry of Education will have to emphasize its monitoring role in special education.

One of the greatest unmet needs will be found in professional training of teachers and resource personnel to deal with exceptional children in the regular classrooms. Needs exist for work in particular exceptionalities, assessment and education techniques, and administration. New training models will probably have to be developed to meet these needs. Very likely they will emphasize, even more than presently, the provision of training opportunities on an in-service basis. Some additional funds will be needed, but not a great deal if the programs in the teacher training institutions are switched to an emphasis on in-service training, as I will later recommend be done. For now I recommend:

> The necessary professional training in special education be provided in the teacher training institutions, supplemented where necessary at the school systems level through various forms of in-service programs for retraining and upgrading experienced teachers, and particular attention be paid to the results of the survey of the adequacy of current programs reported by Kobrick and Reich (see Table 8, p. 33, Working Paper #36, Commission on Declining School Enrolments in Ontario, 1978).

It is simply impossible to estimate the additional costs of the full special education program envisaged, owing largely to a lack of knowledge of costs of the existing program but also to the uncertainties of its magnitude and scope and the extent to which existing facilities and personnel resources can be utilized. If the movement from special classes to resource programs within the regular classrooms can be continued, there could be reduced unit costs for special education in many boards. As an outside figure, I would estimate that costs of expanding the present program should not exceed an additional 10%. The first problem, however, is the maintenance of existing programs under the conditions of inflation and budgetary constraints. Should these conditions lead to the curtailment of special education programs,

it will not be a consequence of declining enrolment. Indeed, opportunities which declining enrolments present greatly reduce the difficulties of dealing adequately and justly with children needing special education.

Even at the risk of being ruled out of order by the Minister of Education, I wish to conclude with one very important comment and recommendation. I know very well that a Bill is now before the Legislative Assembly which would make the provision of special education facilities mandatory on the part of all boards, and I sincerely hope that this Bill receives the wholehearted support it deserves from all political parties as well as from the general public. I also wish to see greater integration of special education programs into the regular programs of our schools. I do not like segregation on any basis, save possibly where medical reasons or public safety demands it or, naturally, for the welfare of the child. Of special importance, of course, is early identification and use of remedial and preventive measures at an early age.

Over and above this concern for the exceptional children, however, is a fear that we are either evading or overlooking the acceptance and statement of a general fundamental principle which must apply to ALL children in this province, including those requiring special education services. It is, simply, a statement of the right of each and every child to receive the education services he or she needs, as determined by the Minister of Education. The principle is enunciated clearly enough in Living and Learning (Hall-Dennis),[1] but I sometimes wonder whether we have accepted it. I will certainly not be content until we do so, and accordingly I recommend:

> The Minister of Education amend the Acts and Regulations to include in clear and unmistakable terms the unalienable right of every child to receive the education he or she needs, as determined by the Minister of Education.

The Education Act of England and Wales in 1944 expressed it in terms of the "interest, abilities and aptitudes" of every child. While

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[1]Ontario, Provincial Committee on Aims and Objectives of Education in the Schools of Ontario, Living and Learning, Toronto, Newton Publishing, 1968.

not satisfied with that particular wording, I do accept and applaud the concept. We can do no less for all our children, and I hope we may do even more.

Community Schools[1]

In recent years public involvement in formal education has increased sharply through more open school visiting policies, parent advisory committees, parent-teacher interviews and volunteer programs in schools. As a result a closer, more open relationship has grown between schools and their communities and there have been marked changes in attitudes on both sides. In many jurisdictions the growing number of empty classrooms has encouraged local groups to turn to the school for facilities for meetings, clubs, recreational facilities and adult education programs.

The gradual reduction in numbers or disappearance of some of the traditional institutions for dealing with social problems, including community groups, multi-age family units and church, has placed greater demands on the school to provide community programs and answer social needs. At the same time new community needs and demands have emerged, including adult education programs, day-care services, services for the increasing population of elderly people, recreation for youth, improved use of creative and leisure opportunities, counselling and the like. Frequently, in responding to these challenges and needs, the community has turned to the school for support, help, leadership and coordination.

Quite frankly, as indicated in my Second Interim Report, I favour the development of community schools, although I must confess that I tend to consider this as an extension of the continuing education concept, since we are considering here education-oriented programs. But there is the question of jurisdictional rights and responsibilities, and I see this development as much the job of the Ministry of Community and Social Services as it is of the Ministry of Education. Accordingly, I recommend:

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[1] See Working Paper #3 on Community Schools, prepared by Dr. Keith Sullivan for the Commission.

The Minister of Education encourage the development of community schools and to this end open negotiations with the Minister of Community and Social Services to ensure cooperation and coordination of efforts and services, including funding and administration.

Some of the ways in which the expansion of the concept of the community school may be expected to alleviate problems associated with declining enrolments are obvious; others are less direct and may have only limited and long-term application. These are some of the advantages:

1. The most visible advantage is the use of otherwise vacant school space.

2. Since education programs should be broader and more flexible in community schools, students who would otherwise leave school would be likely to be retained.

3. As boards of education continue to broaden their commitments to continuing education, new students for these new kinds of schools would be attracted.

4. The community school needs professionals capable of identifying and analyzing needs, designing programs, recruiting resources, providing instruction, organizing citizens into activities and effective and productive teams, and communicating to many publics. Obviously teachers would represent one source of supply of such personnel and this would alleviate to some extent the cutback in teacher positions by providing alternative but similar jobs for teachers.

5. A characteristic of the community school is its ability to bring together related services, thereby reducing expenditures. Secondary school community service programs, for example, provide students with enriching experiences and supplement important social services. Volunteer programs solve problems of communications and parental attitudes and at the same time give teachers and students additional help. Day-care and "pre-school" programs meet otherwise costly needs of youngsters and their parents and at the same time give opportunities for practical experience to the elementary, secondary and college students associated with these programs. The careful implementation and maintenance of these and other reciprocal programs free funds for other programs of the school and community.

6. The provision of new educational opportunities for adults would create new forms of funding and possibly new funding agencies, thereby ensuring the total education community of a reasonable share of tax revenues and an adequate basis for allocating funds to local needs.

7. In the long run, the community school (and the introduction of some of its features into regular schools) would create a climate for improved public and political support for schools, which will be badly needed in this era of declining school enrolments of children and youths.

Private Schools

Although consideration of the private schools in the province is outside the terms of reference of this commission, a well planned brief which stressed their growth was accepted from the Ontario Association of Alternative and Independent Schools. Certainly any expansion of this system does affect the public sector school population, and for this reason I include these comments.

In the present economic state, it does not seem feasible to divert funds from the public education sector in support of the private sector. However, two items should be mentioned:

1. School boards might consider leasing empty schools on a cost recovery basis to private schools, in order to retain the property and site.

2. The Commission has been made aware that in Australia income tax exemption has been granted to those paying private school fees. This is a feature which the Association might consider requesting. It should be noted, although, that in most cases those taking advantage of the private school facilities are, of necessity, not in the lower income brackets.

Chapter 5

Implications of Declining School Enrolments for Teacher Education

Teacher education covers the total process that produces and maintains a competent, up-to-date supply of qualified persons to staff the schools of this province. This process provides not only the pre-service preparation of teachers but it must provide for the recurrent and in-service education needs of the active teaching force. While this concept has been widely accepted in theory, circumstances in Ontario have tended to put the major emphasis on, and directed practically all available resources to the pre-service function, leaving continuing education largely to the personal initiative of the teacher. The Ontario College of Education and the teachers' colleges, for instance, developed and were seen largely as single purpose pre-service training institutions. The staffs of these colleges did participate in some continuing education activities, sometimes on an extensive scale, mostly in the summer and mostly on behalf of the Ministry of Education. The greater part of this activity, however, was designed to make up for perceived inadequacies in the admission requirements for teacher candidates or to qualify teachers for supplementary certification.

During the rapid expansion of the school system in the late 1950's and the 1960's, an increasing amount of summer school work was devoted to massive emergency training programs to cut short the longer regular programs in order to meet the insatiable demands for more and more teachers. Little time or energy was left for programs of enrichment, refreshment or updating of practising teachers. Valuable initiatives were taken by the teachers federations in providing courses in these areas, but they touched only a fraction, usually the most dedicated fraction, of the teaching force.

With the expansion of the teacher education system in the late 1960's and early 1970's, an expansion which should have begun a decade

earlier, and following the Patten[1] and MacLeod[2] Reports which created a diversity of institutions and programs, serious attempts were made by the planners in these new institutions to give the new faculties of education diversified roles. They saw in-service education, research, development and graduate studies as legitimate activities for the faculties to combine with their continuing pre-service training function. The education climate at that time encouraged the development of a variety of teacher education programs and for the first time in Ontario programs of teacher education emerged in several faculties. There was also a considerable movement in the direction of developing more graduate degree programs in education, in addition to the complete series of specialized graduate programs offered at the Ontario Institute for Studies in Education (OISE) in Toronto and in a number of its field centres.

Taking seriously their responsibilities for assisting in the continuing education of teachers, many faculties devoted considerable energy to offering a limited number of imaginatively planned in-service programs which were well received by the profession, particularly when practicing classroom teachers had been involved in the planning. Increasingly teachers began looking to OISE and the new faculties for help and leadership in meeting their perceived needs in a rapidly changing school environment. Unfortunately resources were inadequate to meet many of these needs. Faculties were funded on formula mainly on the basis of the number of pre-service candidates they enrolled. Supplementary certificate and diploma courses offered as in-service education to teachers were inadequately funded, and shorter workshop offerings and consultative activities undertaken by faculty members received no funding at all. The situation was further complicated by ambivalence within the Ministry about the appropriate Ministry role in in-service education. Up to the present that role has been substantial. Also tending to limit in-service activities in faculties have been jurisdictional disputes over the right to offer courses in certain fields as

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[1]Report of the Minister's Committee on the Training of Secondary School Teachers, 1962.

[2]Report of the Minister's Committee on the Training of Elementary School Teachers, 1966.

well as unresolved requests for better funding within the triangle comprising the faculties, the Ministry of Education and the Ministry of Universities and Colleges.

Recently there has been a drop in the number of teachers applying for certain summer courses. This can be explained in part by the fact that an academic degree has been the legal admission requirement for all teacher candidates for several years now and consequently young teachers no longer have to make up for inadequate admission requirements. In part, too, the decline may be explained by the tensions and the militant attitudes toward bargaining between federations and trustees, a situation which does not foster attitudes conducive to further study.

However, our hearings have indicated that there is almost universal agreement on the part of teachers, administrators, school boards, the Ministry and the general public that there is a great need for carefully developed in-service programs, a need which will become more acute as declining enrolments and reduced new hirings create a more static and aging profession and, at the secondary school level in particular, create serious imbalances between the academic and professional qualifications of those retained on staff and the requirements of the teaching positions to which they may be assigned.

When the Ministry responded to the recommendations of the Patten and MacLeod reports to create more faculties of education and to transfer the teachers' colleges into the universities, it began a process which, given the growth rates of the late 60's, plus the overly optimistic projections of future needs for teachers and the political and social problems inherent in closing out institutions, produced an overexpanded capacity for pre-service teacher education in Ontario, particularly as birth rates continued to drop much longer than anticipated by the forecasters.

The oversupply of teachers is so severe that no one can argue against cutbacks in the provision of pre-service education. The figures drawn from the Teacher Information File, Ministry of Education, reported in Tables 9 and 10 and depicted graphically in Charts 5 and 6 of my

Second Interim Report, when combined with the data given there in Tables 11, 12, 13 and 14 on Teacher Withdrawals and Acquisitions from 1966-67 to 1976-77, leave no doubt about the scope and seriousness of the problem.

I experienced great difficulty in tracing new teacher graduates, and even experienced teachers who had lost their jobs, because records of addresses were kept only for those who were active members of the teaching force. Even these records were not up to date, and at the time we made our sample surveys we found that some were not teaching, although classified as "Active," and others were teaching who were classified as "Inactive" (i.e. not teaching). The records of graduates of the faculties are not kept up to date, there are many errors in the university alumni files and the data banks at the Ministry of Education and of the teacher associations do not retain up-to-date records of those who are no longer teaching.[1] Consequently our figures do not include those teacher graduates who accepted employment as teachers in jurisdictions outside Ontario, nor those who found alternative employment outside the school systems. Only if accurate statistics on such phenomena were available could we properly assess the employment situation of the teacher graduates and the general usefulness of the teacher training program.

I undertook a number of surveys, 4 in all as things developed, starting originally with the faculties of education in what was to be a cooperative study of their graduates based on information from their own records. Since faculty records did not include recent addresses (despite assurance that they did) our initial mailing of a questionnaire produced so few replies that plans for the study by institutions had to be abandoned. The results we received, from those teaching as well as from those not teaching, constituted only an "accidental" sample, and with very small numbers, but I did have Dr. M. Gill and Dr. C. Watson analyze the responses. A special subsample of Queen's graduates was studied by Professor W. Peruniak, but he also encountered unanticipated

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[1] I have just been informed that the master files of the teacher associations will, in future, contain continuing records of any teacher dismissed as surplus/redundant.

difficulties in tracing former students. Two other studies were based on the records of the Ontario Regional Offices of Employment and Immigration Canada, and of registered Canada Manpower Centre clients and active claimants receiving Unemployment Insurance Benefits. They were reported on in part in my Second Interim Report. Mr. Michael Sinclair did the Manpower study and Mr. Brian Wolfe the one based on unemployment benefits. Full reports of all four studies have, of course, been prepared and will be made available since the information gleaned -- especially the record of the comments of the teachers about the usefulness of the teacher training program -- will be of value to others when plans are being made to revise teacher education programs.

The findings of the 4 studies generally do not support the claim that teacher education can be considered a form of general education and a useful preparation for occupations unrelated to teaching. The reactions of the respondents were largely negative, some even in regard to usefulness of their training for teaching in schools, although the experience gained in practice teaching was often viewed far more positively. Admittedly, the respondents may have felt bitter and cynical about their experiences, and indeed some classified their undergraduate university education as also being of little value to them in their non-teaching positions. Possibly the value of both the undergraduate programs and teacher training will become more evident as time goes on, but certainly the responses I received raise grave doubts in this regard.

Although the 4 studies differed markedly in scope and in the numbers of teachers or "would-be" teachers contacted, the agreement in the findings is striking. The majority of the respondents undertook the program because of a strong desire to become teachers and many were still, after several years, hopeful they still might be employed as such. The alternative forms of employment secured seemed definitely to be considered by them as less desirable than teaching and some of the results clearly indicated that the monetary rewards were definitely less as well. It may prove difficult to persuade these graduates that other occupations are worthy and rewarding, even though associated with "teaching" in settings other than schools, for example, in industry and

commerce. The survey results support the impressions I had gained from discussions with unemployed new graduates and with teachers declared surplus or redundant.

The majority of the respondents made it clear that the practicum and informal features such as inter-personal skills were the only helpful classes for other types of jobs. Some indicated a feeling that both university education and teacher training served only to make them overqualified for other positions. A more realistic view of the employment situation on the part of the staff of the teacher training institutions and a willingness by them to develop newer and more broadly-based programs, plus a more realistic set of job expectations on the part of the prospective applicants for enrolment, could lead to quite different attitudes and actions.

Some of the respondents were bitter over the fact that they were not informed, or at least not better informed, about the availability of teaching positions. They felt it was the fault of the government and the faculties of education that they found themselves in the ranks of the unemployed, and consequently that the government and boards should "find" or "make" jobs for them, for example, by lowering the pupil-teacher ratio or getting rid of incompetent teachers. Probably the hardest fact for those in non-teaching jobs to accept is that their university and teacher training knowledge and skills will not be fully utilized in their new positions. It should be noted here that there was some indication that there is discrimination against employment of females in the job market, or at least that for these respondents the females did not fare as well as the males.

One of the principal investigators pointed out that while there probably is overinvestment in teacher education, this may be true of other disciplines too, and consequently reductions in teacher education may cause equally grave spill-over problems in other fields. The effects of loss of employment opportunities for university graduates is being and will continue to be felt throughout the university system, probably more particularly in the arts and science faculties and others

of the non-professional schools. The government, therefore, may wish to look at the teacher training situation in light of the general picture of higher education and of possible overinvestment in it.

The general background of the present position for teachers is given in Table 5.1, which shows the total number of teacher graduates of recent years (1972 to 1977) from the colleges and faculties of education in this province, for elementary and secondary schools separately and combined. Also given are the number of active graduates, i.e., those teaching in Ontario schools, and the number of inactive graduates, i.e., those not teaching in Ontario schools. (These figures do not include the graduates who have accepted employment as teachers in jurisdictions outside Ontario, nor those who have found alternative employment outside schools.) In 1977 there were only 1,292 active graduates for elementary schools of a total of 3,311 enrolled, or 39.02%; for secondary schools, there were 1,344 active graduates of a total of 3,639 enrolled, or 36.93%; for both types of schools, the total of active graduates was 2,636 of a total of 6,950 enrolled, or 37.93%. As enrolment declines, the demand for teachers will decrease, although not necessarily in direct proportion since the pupil-teacher ratios may be altered through the collective agreements between the teachers and their employers, the school boards.

To give some indication of what the future may hold for teacher demand, I have shown in Table 5.2 the estimated total teaching force, separately for elementary and secondary schools as well as the total, as calculated by Professor Hansen as a basis for his FLEXOR Teacher Education Computer Model, 1978, to which reference will be made in greater detail later. For our present purposes, however, it is sufficient to draw attention to the estimates of the Total column, which shows a decrease in the teaching force from 92,626 in 1977[1] to an estimated 86,090 teachers in 1990 -- a decrease of 6,536 teachers, or 7.06%. This decrease seems low, and indeed other estimates of the total teaching force, calculated on the basis of different assumptions, show an even greater decrease, although we must remember that the first part of the

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[1]The actual figures which have now been released for 1977 differ by only 0.4% from the estimated values used by Hansen. Such a slight difference will not affect the validity of his results.

TABLE 5.1

ACTIVE AND INACTIVE TEACHER GRADUATES
OF COLLEGES AND UNIVERSITIES IN ONTARIO, 1972-77

ACADEMIC YEAR	LEVEL	ENROLMENT IN NUMBER	YEAR OF GRADUATION	NUMBER OF GRADUATES	NUMBER OF ACTIVE GRADUATES (1)	NUMBER OF INACTIVE GRADUATES (2)	PERCENTAGE OF ACTIVE GRADUATES	
							OF TOTAL GRADUATES	OF ENROLMENT
1971-72	ELEMENTARY	4,196	1972	3,515	2,228	1,287	63.39	53.10
	SECONDARY	3,133		2,756	1,744	1,012	63.28	55.67
	TOTAL	7,329		6,271	3,972	2,299	63.34	54.20
1972-73	ELEMENTARY	3,139	1973	2,816	1,922	894	68.25	61.23
	SECONDARY	3,276		2,849	894	955	66.48	57.92
	TOTAL	6,415		5,665	3,816	1,849	67.36	59.54
1973-74	ELEMENTARY	1,780	1974	1,623	1,225	398	75.48	68.82
	SECONDARY	3,036		2,685	1,898	787	70.69	62.52
	TOTAL	4,814		4,308	3,123	1,185	72.49	64.87
1974-75	ELEMENTARY	2,229	1975	2,066	1,641	425	79.43	73.62
	SECONDARY	3,512		3,161	2,382	779	75.36	67.82
	TOTAL	5,741		5,227	4,023	1,204	76.97	70.07
1975-76	ELEMENTARY	3,347	1976	3,176	2,155	1,021	67.85	64.39
	SECONDARY	3,762		3,423	2,225	1,198	65.00	59.14
	TOTAL	7,109		6,599	4,380	2,219	66.37	61.61
1976-77	ELEMENTARY	3,311	1977	2,969	1,292	1,677	43.52	39.02
	SECONDARY	3,639		3,122	1,344	1,778	43.05	36.93
	TOTAL	6,950		6,091	2,636	3,455	43.28	37.93

Source: (1) Education Statistics, Ontario, 1977, Ministry of Education (as of October 15 of year)
(2) Teacher Information File, Ministry of Education

TABLE 5.2

ESTIMATED TEACHING FORCE IN ONTARIO SCHOOLS, 1977-2001

ACADEMIC YEAR	ELEMENTARY SCHOOLS	SECONDARY SCHOOLS	TOTAL
BEGINNING SEPTEMBER			
1977 (EST.)	56,519	36,108	92,627
1978	55,683	36,814	92,497
1979	54,894	37,101	91,995
1980	54,566	36,667	91,233
1981	54,425	36,113	90,538
1982	54,771	35,068	89,839
1983	55,176	33,868	89,044
1984	54,754	32,770	87,524
1985	54,286	32,405	86,691
1986	54,198	32,086	86,284
1987	54,337	31,968	86,305
1988	54,684	31,706	86,390
1989	54,995	31,255	86,250
1990	55,521	30,569	86,090
1991	55,931	30,334	86,265
1992	56,297	30,314	86,611
1993	56,592	30,521	87,113
1994	56,819	30,695	87,514
1995	56,971	31,053	88,024
1996	56,036	31,315	88,351
1997	57,026	31,545	88,571
1998	56,927	31,741	88,668
1999	56,713	31,940	88,653
2000	56,402	32,124	88,526
2001	56,016	32,274	88,290

Source: FLEXOR Teacher Education Computer Model - B.L. Hansen, 1978

elementary school enrolment decline had started as early as 1971. The actual full-time teaching force in Ontario has decreased from 93,000 teachers on September 30, 1970, to 92,226 on September 30, 1977 -- a drop of only 774 full-time teachers. During that period, however, the number of full-time elementary school teachers decreased by 2,535 whereas the number of full-time secondary school teachers increased by 1,761 (see Education Statistics, 1977, Ministry of Education, Ontario, Table 5.01, p. 73).

The demand for newly-qualified teachers can be readily estimated from the enrolment projections by making certain assumptions about pupil-teacher ratios, withdrawal rates and acquisition factors (such as absorption of redundant teachers and of graduates from previous years who failed to get teaching jobs). At the secondary school level, by using historic trends as a basis, one can also project demand by major disciplines and by grades or levels. Such detailed projections are naturally subject to substantial errors, or can be if the assumptions are later found to be no longer valid, but they do give at least an indication of impending shortages and surpluses in the short-run. I had special tables of such detailed projections to 1987 prepared on the computer model used in the Department of Educational Planning at OISE (which they developed for the Ministry of Education), and the results are included in Chapter 8. Readers will note that relatively conservative enrolment projections and assumptions have been used, but that even so the demand for newly qualified teachers drops dramatically, although the total teaching force does not decrease as much as might have been expected. However, this simply means that the problems of redundancy will not be as great, not that the demand for newly qualified teachers will increase. Similar results are being calculated for each school board and will be made available to them later. It is difficult for every board to prepare such estimates, and accordingly I recommend:

> The Minister of Education contract with the OISE Department of Educational Planning (which has developed the computer model needed and has access to all the data required) to prepare the calculations mentioned in the above paragraph for the school boards each year, as a service to local planning.

For the secondary schools (the results have been shown separately for the main subject areas in Chapter 8) one finds a strange mixture of undersupply in some fields and gross oversupply in others. These figures, again, are being prepared for the Commission by the OISE Department of Educational Planning under contract with the Ministry of Education. The Ministry should have these data prepared each year for every school board, as part of the service specified above. Clearly, very careful consideration must be given to such conditions of oversupply and undersupply when applicants are being selected and admitted to pre-service training programs and when programs of retraining and upgrading are launched through in-service facilities.

For a thorough follow-up study of teacher supply for the longer-term and of both pre-service and in-service education, including the costs for the teacher-training institutions as well as for the province, I asked Professor B.L. Hansen, of the Hansen Group of Management Consultants, to develop a complex but flexible computer model for my Commission which could also be used later, if necessary, for each of the institutions concerned. His model not only shows the supply of new teacher graduates required for each year up to the year 2001, and the corresponding number of admissions needed, using the enrolment projections for elementary and secondary schools we selected, but also calculates costs (total, per student enrolled and per graduate employed). Values are shown separately, of course, for the pre-service, in-service and combined results, and for elementary and secondary schools, since the information for each is needed in planning for the future. Hansen's model, which he has called the FLEXOR Teacher Education Computer Model, has been demonstrated to the staff of each teacher training institution and to officials of the Council of Ontario Universities, since I specifically requested and authorized him to discuss its development and the results with them. Incidentally, the model can, I am sure, be easily adapted for similar use with other types of postsecondary institutions and for school boards, which means that the model will prove to be an extremely powerful tool for the government and other agencies to use in planning.

The major assumptions made by Hansen include changes in pupil-teacher ratio, percentage withdrawals of teachers, retirements at age 65

and on 90 factor[1], ratios of admission to graduates required and the percentage "new" teachers will be of total "new hirings". For his 10 simulations to the year 2001, under assumptions too numerous to specify for each simulation, Tables 5.5B.1 to 5.B.10 in Appendix B show estimates of graduates required as new teachers, number of admissions to pre-service and in-service programs (separately for elementary, secondary and combined), and costs (total, per student and per graduate hired). Note that an in-service component was built into the model, based on the present programs but with an increasing enrolment over the years, so that the "total" admissions include this element as a sort of "floor" each year. The pre-service component is shown as a separate element. Of the various assumptions, the most critical ones seem to be the retirement factor, percentage of new teachers assumed to be new graduates and ratio of admissions to graduates required.

It is evident from the 10 sets of results shown here that unless one assumes that the newly graduated teachers constitute a very substantial portion of "new hirings" (which is unlikely during the next 10 years and possibly 15 years), the "supply" needed is very small indeed and the "admissions" will drop very quickly to less than half the number enrolled in 1977. For instance, starting with the 1977 "benchmark" total combined pre-service admission level of 5,698 and the equivalent 2,650 of graduates required as new teachers in 1977, the following set of maximum and minimum values are secured (from Tables 5.B.1 to 5.B.10).

Table Number	Total Pre-service Admissions				Graduates Required as New Teachers			
	Minimum		Maximum		Minimum		Maximum	
	Number	Year	Number	Year	Number	Year	Number	Year
12	912	1984	1,676	1995	629	1984	1,060	1997
13	786	1984	1,325	1997	629	1984	1,060	1997
14	912	1984	3,000	2001	629	1984	1,849	2001
15	786	1984	2,311	2001	629	1984	1,849	2001
16	2,279	1984	4,189	1995	1,573	1984	2,650	1997
17	1,966	1984	3,312	1997	1,573	1984	2,650	1997
18	2,279	1984	7,500	2001	1,573	1984	4,623	2001
19	1,966	1984	5,778	2001	1,573	1984	4,623	2001
20	1,376	1984	2,319	1997	1,101	1984	1,855	1997
21	1,376	1984	4,045	2001	1,101	1984	3,236	2001

[1] If age plus experience in years equals 90, a teacher may retire without penalty.

Clearly the minimum period is in all cases around 1984, and the maximum towards the end of the century, but the values differ tremendously, depending on the assumptions. Acordingly, if it were not for the assumed steadily increasing "in-service" component built into the model, the total enrolment would generally remain low until about 1985. The complete set of reports submitted by Professor Hansen is available and should be carefully studied by all parties (government, universities and teacher associations) vitally concerned with this major problem of teacher demand and supply. The short-term measures recommended in my Second Interim Report, if implemented, will give sufficient time (at least two years) to complete the long-term plans for teacher education, to which I now turn my attention. Incidentally, in considering the alternatives, the cost figures should also be compared; some are prohibitively high. Of the simulations, I think 12 to 15 may be too low and 18 and 19 too high. Perhaps 20 and 21 will prove the most likely.

Given the fact that Ontario has a relatively young teaching force, a shrinking school system is bound to produce a substantial number of redundant teachers. If these are to be absorbed within the system the job prospects for the new graduates are further reduced. Thus, the difficult question emerges: how far should we cut back the pre-service teacher education capacity at this time? Different answers emerge depending on what assumptions one makes and what factors one considers important. A quick short-term drastic solution would have been to cut the whole teacher training system immediately by 50%, and cut it in half again by 1983. The effect would be to dismantle the major part of a relatively new and vigorous system put together within the last decade at considerable cost and energy, and one that will have to be recreated when large numbers of the current teaching force reach retirement age, i.e., when the Teacher Bust follows the Teacher Boom. A less drastic approach would be to make a series of modest cuts in faculty size and to use the expert resources thus released to improve the way we handle the induction of young teachers into the profession, and the way we provide for their continuing growth and competence and, for that matter, the continuing in-service programs for all teachers.

It is clear that exact manpower planning cannot be applied to teacher supply, even if it were desirable to do so, because not all candidates admitted to teacher training graduate or use their training in traditional school classroom settings or in allied jobs. In 1977 elementary candidate admissions (see FLEXOR simulations) in the colleges averaged 2.14 to each graduate hired. The figure for secondary candidate admissions was 2.16. It is clear that these levels of admission are too high. We have, therefore, run simulations on the FLEXOR Model for elementary admissions to go from the current 2.14 to 1.40, and others where they go from 2.14 to 1.25. Similarly, we have run simulations for secondary admissions to go from the current 2.16 to 2.00 and others to go from 2.16 to 1.25.

Another important variable is the percentage of new hirings which should be made, or which we might expect would be made, from current graduates as compared with the percentage of new hirings from other sources, including teachers made redundant in other parts of the school system. Many briefs pointed out that it would be detrimental to the quality of teaching in our schools if we should have to go through any prolonged period with few new graduates entering the teaching force. On the other hand, there is a strong sense of obligation that the number of practising teachers made permanently redundant should be kept as low as possible. With these points in mind we did simulations on the FLEXOR Model for admission levels assuming a gradual decrease from 50% of new hirings coming from the group of new graduates, down to 40%, 30% and 20%. We also made one set at 50% throughout and another at 35% throughout. Factors of retirement at age 65 or of retirement under the 90 factor were used.

I have been influenced by the widespread opinion, expressed over and over again at the hearings and in the briefs, that in-service education is a legitimate, indeed an essential, role for the faculties of education as well as for OISE, more particularly under conditions of declining school enrolments. In the simulations, therefore, we looked at admissions to those institutions in both the pre-service and in-service categories. The in-service figures for 1977 represent actual

full-time equivalents currently reported by the faculties. We have assumed that these would increase at approximately 5.2% per annum (an overall increase of 66% in the next 10 years), to a maximum of 1,700 in-service students. This growth should, in fact, materialize as many teachers, to retain their jobs or qualify for a transfer, will need training in subject areas other than those for which they were originally certified, although such training may perhaps be taken over by the respective discipline departments and faculties in Arts and Science. In addition, the new Ministry policy expressed by the Ontario Teaching Certificate, under which all supplementary qualifications, including Type A specialization, is moved outside the basic training period, will intensify the requirement for this kind of service. If the government should accept, as many people have recommended, a policy of term certification rather than the system of permanent certification currently in use, then the full-time equivalent admissions to in-service education would need to be greater than those shown in the tables.

Having considered all the evidence presented I concluded that substantial cuts in the number of pre-service places was essential, and so recommended on a short-term basis in my Second Interim Report. However I would not cut the faculties down to a size where they were just sufficient to produce the modest requirements of new teachers needed in the next 10 years.

I present, therefore, the following set of recommendations, most of which need to be considered together to clarify my proposed solution for the current crisis of teacher education in Ontario. It should be noted, in paticular, that the rejection of some of the more significant ones would destroy the validity of some of the other proposals; they are not independent of each other, and never can be.

5.1 Supply and Demand of Teachers

In agreement with the Ministry of Education's Committee on the Costs of Education, which has proposed that the Ministry divest itself of direct responsibility for the organization and administration of

programs that are within the competence and expertise of the faculties of education, I recommend:

> The Minister of Education close both the Toronto and Hamilton campuses of the Ontario Teacher Education College at the end of June, 1979, and transfer their pre-service responsibilities to the faculties of education.

This recommendation takes on added significance following the institution of a single Ontario Teaching Certificate. This will require that a teacher-training institution prepare candidates for a broader spectrum of grades than before. Traditionally the Ontario Teacher Education College (OTEC) (and Laurentian and Nipissing faculties) have been staffed to offer specialized work at the primary and elementary levels only, and major changes would have to be made in their programs and staffing.

Further, I recommend that to strengthen the in-service functions of the faculties of education and OISE:

> The Ministry of Education seriously consider ceasing to offer or contract professional development courses for teachers, but retain an involvement by providing leadership in a coordinating capacity for such programs offered in or by faculties of education and OISE.

To ensure some early significant reductions in the intake of pre-service candidates to the training faculties I supplement the interim recommendations of my Second Interim Report by recommending:

> The Ministry of Education and Ministry of Universities and Colleges establish, and announce immediately, a pre-service quota for funding for September, 1979, and for September, 1980, which would be 50% less than the 1977-78 actual admissions.

For the longer range, I recommend:

> The Ministry of Education and the Ministry of Universities and Colleges, in consultation with the Council of Ontario Universities and the specific universities which have faculties of education, determine the minimum size of the pre-service capacity for teacher education which should be maintained over the next 10 years, including specification of which faculties

shall be closed, if any, and the quotas for each of the remaining faculties, which, subject to periodic review, they will guarantee to fund.

I further recommend:

The plan in the preceding recommendation be revised in 1988 in accordance with the needs for pre-service education which seem likely for the 1990's and beyond.

Further recommendations will call for decisions on minimum support for in-service work, induction programs and research. Once these decisions are made a quaranteed comprehensive minimum system of teacher education will have been specified. In laying out such a minimum system care should be taken to specify the institutions to be involved and to ensure that the province keep capacity capable of preparing and rejuvenating the profession and capable of being expanded quickly and easily to meet anticipated later demands as well as any unexpected temporary fluctuations in demand for pre-service education of teachers.

In order that there be no misunderstanding or misrepresentation of the potential job market for teacher candidates, now and for the immediate future, I recommend:

The Ministry of Education and the Ministry of Universities and Colleges, in consultation with the Ontario Teachers' Federation and the teacher training institutions, prepare an official statement of the likely requirements of teachers for the next decade, including the probable number of newly qualified graduates from the teacher training institutions who are likely to be appointed as teachers in our publicly supported school system.

I further recommend:

The statement called for in the preceding recommendation be distributed to all grade 13 classes, to all universities through their presidents and the deans of arts and science and education and be published in full in the Ministry of Education publication Dimensions and through press releases and other media channels.

In order to avoid serious oversupply in one or more subject areas, and possible undersupply in others, I recommend:

The Minister of Education and of Universities and Colleges request the school boards to review and revise the projection of teacher demand, by subject areas, and this projection be up-dated and reported annually to the Ministry through a continuing contract with the OISE Department of Educational Planning.

I recommend:

Based on the information obtained from the reports requested in the preceding recommendation, the Ministry, in liaison with the training institutions, arrange coordination of the numbers being trained in various subject areas and levels, but without applying rigid manpower quotas.

5.2 Pre-service Education

Given the modest requirements for new teachers in the years immediately ahead it is obvious that pre-service education will occupy considerably less faculty time during the coming decade. But even within this reduced emphasis there have been proposed for the pre-service programs some interesting and useful recommendations, which I accept and present below.

As school enrolments continue to decline, effective transfer of teachers already in the system will depend upon the ability of the teacher, through his/her training and natural talents, to accept alternative assignments. Teachers will have to become more generalist and less specialist in their capabilities, or at least hold specialties in several subjects or areas. With this in mind, since this condition is likely to continue into the foreseeable future, I recommend:

Faculties of education revise their programs to make it possible for candidates to gain maximum flexibility in subject areas and school levels.

Since the "persons-oriented" programs of the faculties can, and indeed often have, prepared teacher graduates for useful vocations outside formal classroom teaching, I recommend:

Faculties of education be encouraged to diversify their programs to graduate persons who are qualified for

education-related roles other than classroom teachers. Such areas might include day-care workers, welfare and social workers, nursery school teachers, education in third world countries, e.g., CUSO workers, education officers for industrial and commercial firms, for penal systems and for community literacy and adult education programs.

To facilitate such diversification I recommend:

Faculties be permitted greater freedom and flexibility in placing their students for the practicums associated with their programs and be encouraged to diversify this aspect of the training program.

I also recommend:

When a faculty develops a diversified program of the kind mentioned above and when it meets with the approval of the Ministry of Education and the Ministry of Universities and Colleges, it be granted an additional admission quota above the basic pre-service quota referred to in earlier recommendations.

Since we are committed to a bilingual Canada, we must do a better job of teaching French to English-speaking students and English to French-speaking students than we do at present, even during a period of declining school enrolments. We can succeed in doing so only by special efforts, beginning with teacher education. To do this and yet conserve our resources during these difficult years I recommend:

One of the faculties of education be turned into a centre for the training of bilingual teachers for all the schools of Ontario. Such a school could become a microcosm in which candidates from both language backgrounds could live and work in a truly bilingual community. Such a faculty would need to be located in a community which provides easy access to both languages and cultures.

Keeping in mind the needs of teachers who become surplus in one field, I recommend:

Faculties develop special programs so that redundant teachers can return to the faculties for retraining there or in another faculty of the university to gain qualifications in other fields where they may be required.

5.3 In-service Education and Professional Development

As noted several times earlier in this report, throughout the investigations and hearings conducted by the Commission there was a recurring theme that faculties of education, with their specially recruited expertise, should play a wider role in in-service and continuing education.[1] It was natural that the report from the Association of Deans of Education, presented through the Council of Ontario Universities, would stress this theme, as they did when they urged the development of specific plans to redirect their resources by increasing activities in the professional development of practising teachers. But teachers themselves also underline this need and call for a more active role by the faculties in in-service education. Both individually and through their associations, teachers continue to insist that they would take courses they perceived as being topical, relevant and matched to their needs. Such statements as these were received by the Commission:

"Faculties of education should direct their priorities more aggressively to in-service education. Their expert input as researchers, curriculum specialists, project coordinators and as professional development facilitators would be welcome."

"Teacher preparation institutes should be called upon to a much greater extent to fulfil existing needs in professional development."

In almost all the countries where the impact of declining school enrolments on teacher education was investigated, there are plans to seize the opportunity provided by a surplus of teachers to redirect the activities of the staffs of the training institutions toward helping teachers in the field. I am satisfied that this is not a case of "make-work" for unemployed faculty, or "feather-bedding" as it is known in labour union circles, but a genuine attempt to meet the largely unmet needs of practicing teachers.

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[1] Whether they can do so without a retraining program for at least some member of their staff is a moot point, and one on which I received conflicting advice. My opinion is that not all members of the faculty of education staffs can readily and easily transfer back and forth from pre-service to in-service education.

Much concern was expressed, both in Ontario and in other jurisdictions, over the large number of teachers who, once having obtained permanent certification, are reluctant to undertake further study for upgrading and updating or for simple "refresher" courses. It was pointed out that most of the teachers participating in in-service activities are the most dedicated and frequently the most competent ones who recognize their own needs to grow and keep up-to-date or who recognize that promotion in the system will depend upon how they improve their qualifications and skills. Given a wide public dissatisfaction with the work being done in the schools, now being rather freely expressed, many parents would undoubtedly welcome systematic and ongoing further education for all teachers.

No automatic and regular review of a teacher's right to hold a certificate has apparently been provided, or even contemplated on a general scale. I am aware of the existing judicial and quasi-judicial procedures which can lead to the loss of a teaching certificate or the suspension of it for a period of time. But this is a "penalty approach," far removed from the concept of continuing academic and professional improvement of the teacher's qualifications and hence, presumably, of performance. Educators are the ones above all others who must accept and practise the concept of continuing education throughout their lifetimes. This will not happen by itself or by chance; it must be deliberately fostered, as it is now in some other fields.

Concern has been expressed over the lack of adequate provincial programs for the gradual induction of the neophite teacher during his first year, and indeed over the general lack of recognition of that need, except for a few school boards. In pre-service training there is only minimum contact with the classroom, which amounts to little preparation for acceptance of full responsibility for a group of students. Once a young person is graduated as a teacher he is, if he can find a job, thrust into a total responsibility for the students assigned to him, with little support other than the intermittent and hurried advice he can get from his colleagues or his principal. This lack is felt much longer than the first year of teaching. Some countries, e.g., West

Germany, devote much more time and resources than we do to the induction process in teacher education and several countries (e.g., Britain) are experimenting with new programs. Our current teacher surplus in Ontario provides us with an opportunity of adopting or developing an adequate induction program for our inexperienced teachers and for other teachers needing or desiring assistance of this kind if their job changes. Accordingly, I recommend:

> The Ministry of Education accept the principle of an induction program for newly qualified teachers and request faculties of education to plan and offer these programs as a continuation of the practice teaching process.

Having considered these views and their consequences, I recommend:

> The Ministry of Education abandon its long-standing policy of permanent certification of teachers in favour of a system of term certification which would be valid for five years and which would be renewable only upon satisfactory evidence of serious professional development activity (at least the equivalent of a six-week course) during the preceding period. The primary criteria for renewal would be evidence of continuing professional development and growth, not only through the attainment of further academic and professional qualifications, but through evidence of satisfactory and improving performance on the job (whether or not it be classroom teaching).

I further recommend:

> Each faculty of education and OISE be encouraged to develop a substantial program of in-service and professional development offerings for practising teachers, including the induction program specified in a previous recommendation. This could be accomplished by the ministries agreeing to fund a certain percentage (e.g., 20%) of current faculty complement for a specific and approved in-service education function, as is done in Scotland. Alternatively, but more indirectly, this could be accomplished by the development of a suitable formula for funding in-service activities on a full-time equivalent basis on the same scale as pre-service activities. Of the two funding methods, I prefer the latter and recommend its adoption.

To facilitate an orderly development of in-service programs, there will have to be some systematic organization and plan. I recommend:

> Each of the universities with a faculty of education and OISE be encouraged, perhaps through funding incentives, to establish a diploma or degree program in continuing education, toward which various units of in-service offerings could be presented for credit. Enrolments in such diploma or degree courses be funded on the formula referred to in the immediately preceding recommendation.

I recommend, in conjunction with the above:

> All units creditable towards a diploma or degree in continuing education be approved by the appropriate university senate, it being understood that such units for credit towards the diploma only do not need to follow the usual full course or half course patterns common in most other faculties. To make in-service training accessible to as many teachers as possible, units which might be equivalent to fifth courses or quarter courses be permissible towards obtaining the diploma.

While I recognize the problems entailed, I hope that equivalent forms of flexibility can be built into the courses leading to a degree in continuing education.

Keeping in mind the healthy scepticism of many teachers, not only in Ontario but in many of the other jurisdictions which we investigated, of the rather esoteric nature of some of the in-service offerings of training colleges, I recommend:

> In planning programs of continuing education, faculties of education and OISE seek the advice and participation of competent experienced teachers and administrators along with input from their own faculty members.

Joint planning is essential to the success of any in-service program. Acceptance by all university faculty of the legitimacy of two-way communication between teachers and faculties of education would do much to reduce the mistrust and scepticism with which many in the teaching profession view any activity emanating from university planning.

In order to make resources within the faculties and OISE available to teachers for short professional development activities and consultations,

which is an equally important aspect of the in-service training program, I recommend:

> The Ministry agree to fund a certain percentage (say 10%) of current faculty complement at a faculty of education or at OISE for a specific and approved development consultative service to the school system.

I also recommend:

> The incidental expenses involved in the presentation of the short professional development activities mentioned in the preceding recommendation (excluding, of course, stipends for faculty members, which should not be necessary) should be covered by fees paid by the participating teachers.

If it becomes policy that proof of continuing education becomes a requirement for renewal of certification, then the provision of such large-scale in-service programs will need to take place throughout the year. In order that teachers may be released for such courses, I recommend:

> Boards of education be encouraged, where necessary, to maintain pools of relief teachers to release teachers for required in-service activities.

As teachers become redundant in a shrinking system, some at least could be placed on such a relief roster. I recommend:

> First year contracts for the hiring of inexperienced teachers be for less than full-time teaching duties (perhaps 1/2 or 2/3 contracts with appropriate fractional salaries) and that first year teachers be required to participate in induction programs and seminars organized (in cooperation with the Ministry of Education and teachers' federations) by faculties of education and OISE.

Recognizing the tightness of many teachers' schedules, I recommend:

> Whenever possible and keeping in mind the need of access to special resources, faculties of education and OISE be encouraged to take their in-service offerings off campus to centres more accessible to many of their teacher clients. This applies particularly to the needs of teachers in Northern Ontario.

5.4 General Recommendations

Perhaps one of the greatest problems in teacher education in Ontario has been the lack of a consultative body where representatives of all interested groups (i.e., the Ministry of Education, the Ministry of Universities and Colleges, the faculties and colleges of education, OISE, the teachers' federations, the school administrators, the trustees, etc.) could look openly at issues affecting the development of teachers and advise the government on policies to be adopted. At times in the recent past in Ontario one ministry did not seem to understand the policies of the other ministry. Various interest groups have approached a Minister with resulting suspicion and mistrust on the part of other interest groups of the kind of advice being given to the Minister. It seems to me essential that the government take the lead in creating such a body to add credibility to the policies the Ministry makes following wide consultation. I recommend, therefore:

> The Ministries of Education and Universities and Colleges take steps to set up an Advisory Committee on the Supply and Training of Teachers, on which all appropriate interested parties be represented.[1]

Many teachers are anxious that cutbacks in teacher training faculties and at OISE not affect adversely the provision and development of graduate studies in education. Recognizing that the growth of graduate studies in education over the last decade has been needed, that it is widely appreciated by the teaching profession and that the needs continue and will become larger, I recommend:

> Faculties of education and OISE be encouraged to maintain their programs in graduate studies in education at least at the current levels of admissions.

After many years of embarrassingly limited graduate programs, which forced our students to attend universities in foreign countries, we have at last developed a program of graduate education of which we can be justifiably proud. We must not lose what we have gained.

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[1] The recently approved Ontario Teacher Education Forum is a move in the right direction and with some modifications it might become the nucleus of such an advisory committee.

Because of the pressures of pre-service instruction, most of the faculties of education have not felt able to undertake the amount of research they have wanted to do and for which they have many qualified staff members. Now that pre-service requirements will be considerably curtailed, faculties should be able and willing to take on a larger share of applied education research. Since this is a legitimate university role, which should strengthen not only the faculty itself but benefit the school system as a whole, I recommend:

> Faculties of education and OISE be encouraged to expand their activities in education research, and all staff members have equal rights to apply for contract research funds and general research funds provided by ministries and other granting bodies.

If, in making its decisions for the future of pre-service and in-service teacher education, the government decides that it must close out certain colleges or faculties, or if in reducing the scale of operations redundancies occur for some staff, then it may be argued that some provision should be made by the government for compensation of those persons whose careers are so affected. In Europe[1] (in England, Scotland, Sweden, Denmark and Germany), it is accepted that the government has a responsibility to carry the salaries of all persons regularly employed in teacher education whose careers are dislocated by decisions of the government and who are unable to find alternative suitable employment (see this Commission's Information Bulletin #10 by Dr. V. Ready on Crombie Compensations in England). If salaries are not guaranteed, then reasonable severance payments or retraining grants and other assistance in securing employment is provided. I therefore recommend:

> The Ministries consider the development of an appropriate policy of compensation for all those in teacher education who become redundant because of Ministry decision and who are unable, even with assistance, to find reasonably equivalent alternative employment.

I am not convinced that under our circumstances salary continuation policy without limit is justified. I would insist, however, that some form of compensation and assistance in securing alternative forms of

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[1]The faculty members and teachers there are frequently civil servants.

employment is not only justified but a right the employee can expect. This is a general problem which will face other university faculties and may have to be settled within the university system as part of some general agreement with government.

The cumulative effect of these recommendations will be a smaller teacher education capacity for Ontario, and within this reduced capacity a major shift away from pre-service teaching toward in-service and professional development activities (including induction procedures for new teachers) and toward diversified education-related programs and research. A hypothetical application of these recommendations to a faculty might produce the following result:

Current Budget

Pre-Service Course Funding	- 80%	$ 1,600,000
In-Service Course Funding	- 10%	200,000
Graduate Studies	- 10%	200,000
		$ 2,000,000

Assuming a decision by government to cut back teacher education spending by 20% (constant dollars) a new budget might assume this form:

New Budget
(based on application of recommendations in this report)

Pre-Service Funding	- 50.0%	$ 800,000	
In-Service Funding	- 20.0%	320,000	
Graduate Studies	- 12.5%	200,000	(maintained at current level
Diversified Programs	- 7.5%	120,000	
Research	- 10.0%	160,000	
		$ 1,600,000	

Such an allocation shows a sharp decline in pre-service activity, which would be in line with new teacher requirements. It also shows how, with guaranteed financial support from the ministries, the talents of the faculty could be put to effective and much needed continuing support for the profession. It would permit the faculty to maintain the essential nucleus of tenured staff needed to maintain quality programs. Other staff, as needed, could be seconded or added on short-term appointments. Such an arrangement would also provide flexibility to meet unexpected shifts in demand from one sector of faculty activity to another.

Appendix 5.B

Tables of FLEXOR Teacher Education Computer Model Simulations

TABLE 5.B.1

PROJECTIONS OF ONTARIO TEACHER EDUCATION REQUIREMENTS, ADMISSIONS AND COSTS, 1978 TO 2001:
SIMULATION NO. 12

YEAR	GRADUATES REQUIRED AS NEW TEACHERS			ADMISSIONS (PRE-SERVICE)/ GRADUATE HIRED			ADMISSIONS									COSTS								
							ELEMENTARY			SECONDARY			COMBINED			TOTAL OPERATING COSTS			COST PER STUDENT			COST/GRADUATE HIRED		
	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED
	NO.	NO.	NO.	RATIO	RATIO	RATIO	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	525	3,439	5,698	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.77	2.08	1.91	2,262	537	2,799	2,236	561	2,797	4,498	1,098	5,596	15,132,000	16,296,000	31,428,000	5,407	5,826	5,616	12,412	19,194	15,184
1979	1,020	704	1,725	1.40	2.00	1.64	1,429	574	2,003	1,408	599	2,007	2,837	1,173	4,010	14,678,040	15,807,120	30,485,160	7,329	7,875	7,602	12,334	56,983	18,783
1980	890	315	1,205	1.40	2.00	1.56	1,246	611	1,857	630	637	1,267	1,875	1,248	3,123	14,237,699	15,332,906	29,570,605	7,669	12,104	9,467	15,981	44,911	23,242
1981	627	183	809	1.40	2.00	1.54	877	648	1,525	365	675	1,040	1,242	1,323	2,565	13,810,568	14,872,919	28,683,487	9,055	14,298	11,181	11,589	70,878	18,460
1982	722	80	802	1.40	2.00	1.46	1,011	685	1,696	160	713	873	1,171	1,398	2,569	13,396,251	14,426,732	27,822,983	7,898	16,530	10,831	11,272	71,910	17,232
1983	738	40	778	1.4	2.00	1.43	1,034	722	1,756	80	751	851	1,114	1,473	2,587	12,994,363	13,993,930	26,988,293	7,402	16,840	10,434	13,703	28,044	19,351
1984	577	52	629	1.40	2.00	1.45	808	759	1,567	104	789	893	912	1,548	2,460	12,604,532	13,574,112	26,178,644	8,043	15,208	10,643	11,871	8,790	13,390
1985	564	189	753	1.40	2.00	1.55	790	796	1,586	378	827	1,205	1,168	1,623	2,791	12,226,396	13,166,888	25,393,285	7,711	10,923	9,099	9,802	21,755	13,120
1986	634	195	829	1.40	2.00	1.54	887	833	1,720	391	865	1,256	1,278	1,698	2,976	11,859,604	12,771,882	24,631,486	6,893	10,171	8,276	9,110	17,286	11,744
1987	678	233	911	1.40	2.00	1.55	949	833	1,782	466	865	1,331	1,415	1,698	3,113	11,563,114	12,452,585	24,015,699	6,488	9,354	7,713	8,537	21,445	11,806
1988	721	203	925	1.40	2.00	1.53	1,010	833	1,843	407	865	1,272	1,417	1,698	3,115	11,331,852	12,203,533	23,535,385	6,149	9,596	7,556	8,644	23,885	12,139
1989	718	163	882	1.40	2.00	1.51	1,006	833	1,839	327	865	1,192	1,333	1,698	3,031	11,161,874	12,020,480	23,182,354	6,070	10,086	7,649	7,980	29,193	11,610
1990	765	113	878	1.40	2.00	1.48	1,071	833	1,904	226	865	1,091	1,297	1,698	2,995	11,050,255	11,900,275	22,950,531	5,803	10,909	7,663	8,306	12,474	10,507
1991	748	198	946	1.40	2.00	1.53	1,048	833	1,881	395	865	1,260	1,443	1,698	3,141	10,995,004	11,840,774	22,835,778	5,846	9,397	7,271	8,108	15,551	10,552
1992	755	239	994	1.40	2.00	1.54	1,058	833	1,891	477	865	1,342	1,535	1,698	3,233	10,995,004	11,840,774	22,835,778	5,815	8,821	7,069	8,247	14,828	10,529
1993	746	284	1,030	1.40	2.00	1.57	1,044	833	1,877	568	865	1,433	1,612	1,698	3,310	11,049,979	11,899,978	22,949,957	5,887	8,504	6,933	8,226	16,909	10,892
1994	747	279	1,026	1.40	2.00	1.56	1,046	833	1,879	558	865	1,423	1,604	1,698	3,302	11,138,379	11,995,178	23,133,557	5,927	8,430	7,006	8,438	14,545	10,619
1995	735	323	1,058	1.40	2.00	1.58	1,029	833	1,862	647	865	1,512	1,676	1,698	3,374	11,238,624	12,103,134	23,341,759	6,036	8,006	6,919	8,367	16,866	11,050
1996	742	307	1,049	1.40	2.00	1.58	1,039	833	1,872	614	865	1,479	1,653	1,698	3,351	11,351,011	12,224,166	23,575,176	6,063	8,265	7,039	8,390	16,423	10,972
1997	751	309	1,060	1.40	2.00	1.57	1,051	833	1,884	618	865	1,483	1,669	1,698	3,367	11,464,521	12,346,407	23,810,928	6,084	8,325	7,071	8,726	16,917	11,382
1998	733	304	1,037	1.40	2.00	1.58	1,026	833	1,859	608	865	1,473	1,634	1,698	3,332	11,579,166	12,469,872	24,049,038	6,228	8,464	7,217	9,021	15,514	11,338
1999	708	332	1,040	1.40	2.00	1.59	992	833	1,825	664	865	1,529	1,656	1,698	3,354	11,694,958	12,594,570	24,289,528	6,409	8,239	7,243	9,109	16,536	11,658
2000	698	331	1,029	1.40	2.00	1.59	977	833	1,810	661	865	1,526	1,638	1,698	3,336	11,811,907	12,720,516	24,532,424	6,526	8,334	7,353	9,242	16,599	11,788
2001	690	332	1,022	1.40	2.00	1.59	966	833	1,799	664	865	1,529	1,630	1,698	3,328	11,930,026	12,847,721	24,777,748	6,632	8,402	7,445	---	---	---

SOURCE THE HANSEN GROUP
DETAILED REPORTS OF SIMULATION EXPERIMENTS 1-19
THE FUTURE FOR TEACHER EDUCATION IN ONTARIO

TABLE 5.B.2

PROJECTIONS OF ONTARIO TEACHER EDUCATION REQUIREMENTS, ADMISSIONS AND COSTS, 1978 TO 2001:
SIMULATION NO. 15

YEAR	GRADUATES REQUIRED AS NEW TEACHERS			ADMISSIONS (PRE-SERVICE)/ GRADUATE HIRED			ADMISSIONS									COSTS								
							ELEMENTARY			SECONDARY			COMBINED			TOTAL OPERATING COSTS			COST PER STUDENT			COST/GRADUATE HIRED		
	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED
	NO.	NO.	NO.	RATIO	RATIO	RATIO	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,698	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.84	1.86	1.85	2,356	537	2,893	1,996	561	2,557	4,352	1,098	5,450	15,132,000	16,296,000	31,428,000	5,231	6,373	5,767	12,493	18,808	15,099
1979	1,020	704	1,725	1.55	1.55	1.55	1,578	574	2,152	1,094	599	1,693	2,672	1,173	3,845	14,678,040	15,807,120	30,485,160	6,820	9,338	7,928	12,637	34,381	18,489
1980	890	315	1,205	1.25	1.25	1.25	1,112	611	1,723	394	637	1,031	1,506	1,248	2,754	14,237,699	15,332,906	29,570,605	8,262	14,877	10,738	15,431	35,111	21,336
1981	627	183	809	1.25	1.25	1.25	783	648	1,431	228	675	903	1,011	1,323	2,334	13,810,568	14,872,919	28,683,487	9,649	16,466	12,287	11,065	51,677	16,624
1982	722	80	802	1.25	1.25	1.25	903	685	1,588	100	713	813	1,003	1,398	2,401	13,396,251	14,426,732	27,822,983	8,457	17,748	11,590	10,782	48,569	15,854
1983	738	40	778	1.25	1.25	1.25	923	722	1,645	50	751	801	973	1,473	2,446	12,994,363	13,993,930	26,988,293	7,900	17,471	11,034	13,088	18,237	14,928
1984	577	52	629	1.25	1.25	1.25	722	759	1,481	65	789	854	786	1,548	2,334	12,604,532	13,574,112	26,178,644	8,513	15,900	11,214	11,239	5,759	12,194
1985	564	189	753	1.25	1.25	1.25	705	796	1,501	237	827	1,064	941	1,623	2,564	12,226,396	13,166,888	25,393,285	8,146	12,381	9,902	9,255	15,469	11,534
1986	634	195	829	1.25	1.25	1.25	792	833	1,625	244	865	1,109	1,037	1,698	2,735	11,859,604	12,771,882	24,631,486	7,297	11,514	9,008	8,615	12,254	10,376
1987	678	233	911	1.25	1.25	1.25	848	833	1,681	291	865	1,156	1,139	1,698	2,837	11,563,114	12,452,585	24,015,699	6,880	10,769	8,465	8,084	15,429	10,426
1988	721	203	925	1.25	1.25	1.25	902	833	1,735	254	865	1,119	1,156	1,698	2,854	11,331,852	12,203,533	23,535,385	6,532	10,904	8,247	8,199	16,962	10,810
1989	718	163	882	1.25	1.25	1.25	898	833	1,731	204	865	1,069	1,102	1,698	2,800	11,161,874	12,020,480	23,182,534	6,448	11,242	8,279	7,569	20,337	10,393
1990	765	113	878	1.25	1.25	1.25	956	833	1,789	141	865	1,006	1,097	1,698	2,795	11,050,255	11,900,275	22,950,531	6,176	11,828	8,210	7,891	8,452	9,525
1991	748	198	946	1.25	1.25	1.25	936	833	1,769	247	865	1,112	1,182	1,698	2,880	10,995,004	11,840,774	22,835,778	6,217	10,649	7,928	7,699	11,014	9,429
1992	755	239	994	1.25	1.25	1.25	944	833	1,777	298	865	1,163	1,243	1,698	2,941	10,995,004	11,840,774	22,835,778	6,186	10,178	7,765	7,833	10,693	9,371
1993	746	284	1,030	1.25	1.25	1.25	932	833	1,765	355	865	1,220	1,287	1,698	2,985	11,049,979	11,899,978	22,949,957	6,260	9,754	7,688	7,810	12,413	9,644
1994	747	279	1,026	1.25	1.25	1.25	934	833	1,767	349	865	1,214	1,283	1,698	2,981	11,138,379	11,995,178	23,133,557	6,303	9,883	7,761	8,012	10,658	9,408
1995	735	323	1,058	1.25	1.25	1.25	919	833	1,752	404	865	1,269	1,323	1,698	3,021	11,238,624	12,103,134	23,341,759	6,416	9,536	7,727	7,941	12,555	9,742
1996	742	307	1,049	1.25	1.25	1.25	928	833	1,761	384	865	1,249	1,311	1,698	3,009	11,351,011	12,224,166	23,575,176	6,447	9,789	7,834	7,965	12,157	9,695
1997	751	309	1,060	1.25	1.25	1.25	939	833	1,772	386	865	1,251	1,325	1,698	3,023	11,464,521	12,346,407	23,810,928	6,471	9,867	7,877	8,287	12,532	10,063
1998	733	304	1,037	1.25	1.25	1.25	916	833	1,749	380	865	1,245	1,296	1,698	2,994	11,579,166	12,469,872	24,049,038	6,620	10,015	9,031	9,561	11,473	10,008
1999	708	332	1,040	1.25	1.25	1.25	886	833	1,719	415	865	1,280	1,300	1,698	2,998	11,694,958	12,594,570	24,289,528	6,805	9,841	8,101	8,636	12,745	10,242
2000	698	331	1,029	1.25	1.25	1.25	872	833	1,705	413	865	1,278	1,286	1,698	2,984	11,811,907	12,720,516	24,532,424	6,926	9,951	8,222	8,758	12,387	10,344
2001	690	332	1,022	1.25	1.25	1.25	862	833	1,695	415	865	1,280	1,277	1,698	2,975	11,930,026	12,847,721	24,777,748	7,037	10,037	8,327	---	---	---

SOURCE: THE HANSEN GROUP
DETAILED REPORTS OF SIMULATION EXPERIMENTS 1-19
THE FUTURE FOR TEACHER EDUCATION IN ONTARIO

TABLE 5.B.3

PROJECTIONS OF ONTARIO TEACHER EDUCATION REQUIREMENTS, ADMISSIONS AND COSTS, 1978 TO 2001:
SIMULATION NO. 14

YEAR	GRADUATES REQUIRED AS NEW TEACHERS			ADMISSIONS (PRE-SERVICE)/ GRADUATE HIRED			ADMISSIONS									COSTS								
							ELEMENTARY			SECONDARY			COMBINED			TOTAL OPERATING COSTS			COST PER STUDENT			COST/GRADUATE HIRED		
	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED
	NO.	NO.	NO.	RATIO	RATIO	RATIO	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,698	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.77	2.08	1.91	2,262	537	2,799	2,236	561	2,797	4,498	1,098	5,596	15,132,000	16,296,000	31,428,000	5,407	5,826	5,616	12,412	19,194	15,184
1979	1,020	704	1,725	1.40	2.00	1.64	1,429	574	2,003	1,408	599	2,007	2,837	1,173	4,010	14,678,040	15,807,120	30,485,160	7,329	7,875	7,602	12,334	36,983	18,783
1980	890	315	1,205	1.40	2.00	1.56	1,246	611	1,857	630	637	1,267	1,875	1,248	3,123	14,237,699	15,332,906	29,570,605	7,669	12,104	9,467	15,981	44,911	23,242
1981	627	183	809	1.40	2.00	1.54	877	648	1,525	365	675	1,040	1,242	1,323	2,565	13,810,568	14,872,919	28,683,487	9,055	14,298	11,181	11,589	70,878	18,460
1982	722	80	802	1.40	2.00	1.46	1,011	685	1,696	160	713	873	1,171	1,398	2,569	13,396,251	14,426,732	27,822,983	7,898	16,530	10,831	11,272	71,901	17,232
1983	738	40	778	1.40	2.00	1.43	1,034	722	1,756	80	751	831	1,114	1,473	2,587	12,994,363	13,993,930	26,988,293	7,402	16,840	10,434	13,703	28,044	19,351
1984	577	52	629	1.40	2.00	1.45	808	759	1,567	104	789	893	912	1,548	2,460	12,604,532	13,574,112	26,178,644	8,043	15,208	10,643	11,871	8,790	13,390
1985	564	189	753	1.40	2.00	1.55	790	796	1,586	378	827	1,205	1,168	1,623	2,791	12,226,396	13,166,888	25,393,285	7,711	10,923	9,099	9,477	21,755	12,785
1986	656	195	851	1.40	2.00	1.54	918	833	1,751	391	865	1,256	1,309	1,698	3,007	11,859,604	12,771,882	24,631,486	6,774	10,171	8,193	9,111	17,286	11,760
1987	689	233	922	1.40	2.00	1.55	964	833	1,797	466	865	1,331	1,431	1,698	3,129	11,622,412	12,516,444	24,138,856	6,466	9,402	7,715	8,153	21,555	11,400
1988	765	203	968	1.40	2.00	1.53	1,071	833	1,904	407	865	1,272	1,478	1,698	3,176	11,506,188	12,391,280	23,897,468	6,044	9,744	7,525	8,371	24,252	11,873
1989	773	163	937	1.40	2.00	1.50	1,082	833	1,915	327	865	1,192	1,409	1,698	3,107	11,506,188	12,391,280	23,897,468	6,007	10,397	7,691	7,622	30,093	11,220
1990	853	113	966	1.40	2.00	1.47	1,194	833	2,027	226	865	1,091	1,420	1,698	3,118	11,552,213	12,440,845	23,993,058	5,698	11,405	7,695	8,022	13,040	10,448
1991	848	198	1,046	1.40	2.00	1.51	1,188	833	2,021	395	865	1,260	1,583	1,698	3,281	11,609,974	12,503,049	24,113,023	5,746	9,923	7,350	7,575	16,014	10,154
1992	901	245	1,146	1.40	2.00	1.53	1,261	833	2,094	490	865	1,355	1,751	1,698	3,449	11,679,634	12,578,067	24,257,701	5,577	9,286	7,034	7,596	15,351	10,077
1993	926	296	1,222	1.40	2.00	1.55	1,296	833	2,129	592	865	1,457	1,889	1,698	3,587	11,761,391	12,666,114	24,427,504	5,523	8,692	6,811	7,441	16,312	10,066
1994	962	316	1,278	1.40	2.00	1.55	1,347	833	2,180	631	865	1,496	1,978	1,698	3,676	11,855,482	12,767,443	24,622,924	5,438	8,534	6,698	7,525	12,592	9,456
1995	974	428	1,401	1.40	2.00	1.58	1,363	833	2,196	855	865	1,720	2,218	1,698	3,916	11,962,181	12,882,350	24,844,531	5,447	7,488	6,344	7,837	13,494	9,897
1996	947	475	1,422	1.40	2.00	1.60	1,326	833	2,159	949	865	1,814	2,276	1,698	3,974	12,031,603	13,011,173	25,092,977	5,595	7,171	6,315	7,492	14,822	9,912
1997	990	459	1,450	1.40	2.00	1.59	1,387	833	2,220	919	865	1,784	2,305	1,698	4,003	12,202,621	13,141,285	25,343,906	5,497	7,368	6,331	7,572	19,050	9,568
1998	1,007	519	1,525	1.40	2.00	1.60	1,409	833	2,242	1,037	865	1,902	2,447	1,698	4,145	12,324,648	13,272,698	25,597,345	5,496	6,977	6,176	7,458	12,629	9,375
1999	1,039	573	1,612	1.40	2.00	1.61	1,454	833	2,287	1,146	865	2,011	2,600	1,698	4,298	12,447,894	13,405,425	25,853,319	5,443	6,666	6,015	7,229	11,988	9,029
2000	1,095	637	1,732	1.40	2.00	1.62	1,533	833	2,366	1,275	865	2,140	2,807	1,698	4,505	12,572,373	13,539,479	26,111,852	5,314	6,328	5,796	7,000	11,768	8,799
2001	1,164	685	1,849	1.40	2.00	1.62	1,629	833	2,462	1,371	865	2,236	3,000	1,698	4,698	12,698,097	13,674,874	26,372,971	5,157	6,116	5,614	---	---	---

SOURCE: THE HANSEN GROUP
DETAILED REPORTS OF SIMULATION EXPERIMENTS 1-19
THE FUTURE FOR TEACHER EDUCATION IN ONTARIO

TABLE 5.B.4

PROJECTIONS OF ONTARIO TEACHER EDUCATION REQUIREMENTS, ADMISSIONS AND COSTS, 1978 TO 2001:
SIMULATION NO. 15

YEAR	GRADUATES REQUIRED AS NEW TEACHERS			ADMISSIONS (PRE-SERVICE)/ GRADUATE HIRED			ADMISSIONS									COSTS								
							ELEMENTARY			SECONDARY			COMBINED			TOTAL OPERATING COSTS			COST PER STUDENT			COST/GRADUATE HIRED		
	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED
	NO.	NO.	NO.	RATIO	RATIO	RATIO	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,698	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.84	1.86	1.85	2,356	537	2,893	1,966	561	2,557	4,352	1,098	5,450	15,132,000	16,296,000	31,428,000	5,231	6,373	5,767	12,493	18,808	15,099
1979	1,020	704	1,725	1.55	1.55	1.55	1,578	574	2,152	1,094	599	1,693	2,672	1,173	3,845	14,678,040	15,807,120	30,485,160	6,820	9,338	7,928	12,637	34,381	18,489
1980	890	315	1,205	1.25	1.25	1.25	1,112	611	1,723	394	637	1,031	1,506	1,248	2,754	14,237,699	15,332,906	29,570,605	8,262	14,877	10,738	15,431	35,111	21,336
1981	627	183	809	1.25	1.25	1.25	783	648	1,431	228	675	903	1,011	1,323	2,334	13,810,568	14,872,919	28,683,487	9,649	16,466	12,287	11,065	51,677	16,624
1982	722	80	802	1.25	1.25	1.25	903	685	1,588	100	713	813	1,003	1,398	2,401	13,396,251	14,426,732	27,822,983	8,437	17,748	11,590	10,782	48,569	15,854
1983	738	40	778	1.25	1.25	1.25	923	722	1,645	50	751	801	973	1,473	2,446	12,994,363	13,993,930	26,988,293	7,900	17,471	11,034	13,088	18,237	17,928
1984	577	52	629	1.25	1.25	1.25	722	759	1,481	65	789	854	786	1,548	2,334	12,604,532	13,574,112	26,178,644	8,513	15,900	11,214	11,239	5,759	12,194
1985	564	189	753	1.25	1.25	1.25	705	796	1,501	237	827	1,064	941	1,623	2,564	12,226,396	13,166,888	25,393,285	8,146	12,381	9,902	8,949	15,469	11,240
1986	656	195	851	1.25	1.25	1.25	819	833	1,652	244	865	1,109	1,064	1,698	2,762	11,859,604	12,771,882	24,631,486	7,177	11,514	8,919	8,624	12,254	10,418
1987	689	233	922	1.25	1.25	1.25	861	833	1,694	291	865	1,156	1,153	1,698	2,851	11,622,412	12,516,444	24,138,856	6,860	10,824	8,468	7,724	15,508	10,080
1988	765	203	968	1.25	1.25	1.25	956	833	1,789	254	865	1,119	1,210	1,698	2,908	11,506,188	12,391,280	23,897,468	6,431	11,071	8,217	7,954	17,223	10,619
1989	773	163	937	1.25	1.25	1.25	966	833	1,799	204	865	1,069	1,171	1,698	2,869	11,506,188	12,391,280	23,897,468	6,395	11,589	8,331	7,244	20,964	10,096
1990	853	113	966	1.25	1.25	1.25	1,066	833	1,899	141	865	1,006	1,207	1,698	2,905	11,552,213	12,440,845	23,993,058	6,082	12,365	8,258	7,645	8,836	9,534
1991	848	198	1,046	1.25	1.25	1.25	1,060	833	1,893	247	865	1,112	1,307	1,698	3,005	11,609,974	12,503,049	24,113,023	6,132	11,245	8,023	7,218	11,342	9,156
1992	901	245	1,146	1.25	1.25	1.25	1,126	833	1,959	306	865	1,171	1,432	1,698	3,130	11,679,634	12,578,067	24,257,701	5,962	10,742	7,750	7,250	11,099	9,082
1993	926	296	1,222	1.25	1.25	1.25	1,157	833	1,990	370	865	1,235	1,528	1,698	3,226	11,761,391	12,666,114	24,427,504	5,909	10,255	7,573	7,107	12,028	9,053
1994	962	316	1,278	1.25	1.25	1.25	1,203	833	2,936	394	865	1,259	1,597	1,698	3,295	11,855,482	12,767,443	24,622,924	5,823	10,137	7,472	7,195	9,349	8,518
1995	974	428	1,401	1.25	1.25	1.25	1,217	833	2,050	535	865	1,400	1,752	1,698	3,450	11,962,181	12,882,350	24,844,531	5,836	9,204	7,202	7,496	10,367	8,871
1996	947	475	1,422	1.25	1.25	1.25	1,184	833	2,017	593	865	1,458	1,777	1,698	3,475	12,081,803	13,011,173	25,092,977	5,990	8,922	7,220	7,160	11,525	8,852
1997	990	459	1,450	1.25	1.25	1.25	1,238	833	2,071	574	865	1,439	1,812	1,698	3,510	12,202,621	13,141,285	25,343,906	5,892	9,131	7,220	7,246	10,109	8,578
1998	1,007	519	1,525	1.25	1.25	1.25	1,258	833	2,091	648	865	1,513	1,907	1,698	3,605	12,324,648	13,272,698	25,597,345	5,893	8,771	7,101	7,140	9,922	8,401
1999	1,039	573	1,612	1.25	1.25	1.25	1,298	833	2,131	716	865	1,581	2,015	1,698	3,713	12,447,894	13,405,425	25,853,319	5,840	8,477	6,964	6,926	9,529	8,099
2000	1,095	637	1,732	1.25	1.25	1.25	1,369	833	2,202	797	865	1,662	2,165	1,698	3,863	12,572,373	13,539,479	26,111,852	5,711	8,148	6,759	6,716	9,471	7,915
2001	1,164	685	1,849	1.25	1.25	1.25	1,455	833	2,288	857	865	1,722	2,311	1,698	4,009	12,698,097	13,674,874	26,372,971	5,551	7,942	6,578	---	---	---

SOURCE: THE HANSEN GROUP
DETAILED REPORTS OF SIMULATION EXPERIMENTS 1-19
THE FUTURE FOR TEACHER EDUCATION IN ONTARIO

TABLE 5.B.5

PROJECTIONS OF ONTARIO TEACHER EDUCATION REQUIREMENTS, ADMISSIONS AND COSTS, 1978 TO 2001:

SIMULATION NO. 16

YEAR	GRADUATES REQUIRED AS NEW TEACHERS			ADMISSIONS (PRE-SERVICE)/ GRADUATE HIRED			ADMISSIONS									COSTS								
							ELEMENTARY			SECONDARY			COMBINED			TOTAL OPERATING COSTS			COST PER STUDENT			COST/GRADUATE HIRED		
	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED
	NO.	NO.	NO.	RATIO	RATIO	RATIO	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,698	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.77	2.08	1.91	2,262	537	2,799	2,236	561	2,797	4,498	1,098	5,596	1 ,132,000	16,296,000	31,428,000	5,407	5,826	5,616	9,930	15,355	12,147
1979	1,276	880	2,156	1.40	2.00	1.64	1,786	574	2,360	1,760	599	2,359	3,546	1,173	4,719	14,678,040	15,807,120	30,485,160	6,220	6,700	6,460	7,794	23,423	11,882
1980	1,483	525	2,008	1.40	2.00	1.56	2,076	611	2,687	1,050	657	1,687	3,126	1,248	4,374	14,237,699	15,332,906	29,570,605	5,299	9,091	6,761	7,253	22,071	10,881
1981	1,567	456	2,023	1.40	2.00	1.54	2,193	648	2,841	913	675	1,588	3,106	1,323	4,429	13,810,568	14,872,919	28,683,487	4,861	9,366	6,476	6,070	45,114	10,404
1982	1,806	200	2,005	1.40	2.00	1.46	2,528	685	3,213	399	713	1,112	2,927	1,398	4,325	13,396,251	14,426,732	27,822,983	4,170	12,968	6,433	5,835	55,350	10,001
1983	1,846	100	1,946	1.40	2.00	1.43	2,584	722	3,306	200	751	951	2,784	1,473	4,257	12,994,363	13,993,930	26,988,293	3,931	14,715	6,340	7,162	24,267	11,542
1984	1,443	129	1,573	1.40	2.00	1.45	2,021	759	2,780	259	789	1,048	2,279	1,548	3,827	12,604,532	13,574,112	26,178,644	4,535	12,954	6,840	6,607	7,426	8,486
1985	1,410	473	1,883	1.40	2.00	1.55	1,974	796	2,770	946	827	1,773	2,920	1,623	4,543	12,226,396	13,168,888	25,393,285	4,414	7,426	5,590	5,562	14,658	7,987
1986	1,585	488	2,073	1.40	2.00	1.54	2,219	833	3,052	977	865	1,842	3,195	1,698	4,893	11,859,604	12,771,882	24,631,486	3,886	6,934	5,034	5,114	11,733	7,110
1987	1,695	583	2,278	1.40	2.00	1.55	2,373	833	3,206	1,166	865	2,031	3,539	1,698	5,237	11,563,114	12,452,585	24,015,699	3,606	6,133	4,586	4,746	14,059	7,019
1988	1,804	508	2,312	1.40	2.00	1.53	2,525	833	3,358	1,017	865	1,882	3,542	1,698	5,240	11,331,852	12,203,533	23,535,385	3,375	6,485	4,492	4,744	16,141	7,216
1989	1,796	409	2,205	1.40	2.00	1.51	2,514	833	3,347	817	865	1,682	3,332	1,698	5,030	11,161,874	12,020,480	23,182,354	3,334	7,146	4,609	4,383	20,685	6,996
1990	1,913	282	2,195	1.40	2.00	1.48	2,678	833	3,511	565	865	1,430	3,242	1,698	4,940	11,050,255	11,900,275	22,950,331	3,148	8,324	4,646	4,505	9,518	6,369
1991	1,871	494	2,365	1.40	2.00	1.53	2,619	833	3,452	988	865	1,853	3,607	1,698	5,305	10,995,004	11,840,774	22,835,778	3,185	6,392	4,305	4,417	10,577	6,247
1992	1,889	597	2,485	1.40	2.00	1.54	2,644	833	3,477	1,193	865	2,058	3,838	1,698	5,536	10,995,004	11,840,774	22,835,778	3,162	5,752	4,125	4,484	9,670	6,149
1993	1,865	710	2,575	1.40	2.00	1.57	2,610	833	3,443	1,420	865	2,285	4,030	1,698	5,728	11,049,979	11,899,978	22,949,957	3,209	5,298	4,006	4,484	10,604	6,294
1994	1,868	697	2,565	1.40	2.00	1.56	2,615	833	3,448	1,395	865	2,260	4,010	1,698	5,708	11,138,379	11,995,178	23,133,557	3,230	5,308	4,053	4,598	9,159	6,143
1995	1,837	808	2,646	1.40	2.00	1.58	2,572	833	3,405	1,617	865	2,482	4,189	1,698	5,887	11,238,624	12,103,134	23,341,759	3,301	4,877	3,965	4,575	10,274	6,332
1996	1,856	767	2,623	1.40	2.00	1.58	2,598	833	3,431	1,535	865	2,400	4,133	1,698	5,831	11,351,011	12,224,166	23,575,176	3,309	5,094	4,043	4,578	10,121	6,306
1997	1,877	772	2,650	1.40	2.00	1.57	2,628	833	3,461	1,545	865	2,410	4,173	1,698	5,871	11,464,521	12,346,407	23,810,928	3,312	5,123	4,055	4,751	10,410	6,528
1998	1,832	760	2,593	1.40	2.00	1.58	2,565	833	3,398	1,521	865	2,386	4,086	1,698	5,784	11,579,166	12,469,872	24,049,038	3,407	5,227	4,158	4,935	9,581	6,532
1999	1,771	830	2,601	1.40	2.00	1.59	2,480	833	3,313	1,659	865	2,524	4,139	1,698	5,837	11,694,958	12,594,570	24,289,528	3,530	4,989	4,161	5,018	10,014	6,698
2000	1,745	827	2,571	1.40	2.00	1.59	2,443	833	3,276	1,653	865	2,518	4,096	1,698	5,794	11,811,907	12,720,516	24,532,424	3,606	5,051	4,234	5,107	10,061	6,788
2001	1,725	830	2,555	1.40	2.00	1.59	2,415	833	3,248	1,660	865	2,525	4,075	1,698	5,773	11,930,026	12,847,721	24,777,748	3,673	5,088	4,292	---	---	---

SOURCE: THE HANSEN GROUP
DETAILED REPORTS OF SIMULATION EXPERIMENTS 1-19
THE FUTURE FOR TEACHER EDUCATION IN ONTARIO

TABLE 5.B.6

PROJECTIONS OF ONTARIO TEACHER EDUCATION REQUIREMENTS, ADMISSIONS AND COSTS, 1978 TO 2001:
SIMULATION NO. 17

YEAR	GRADUATES REQUIRED AS NEW TEACHERS			ADMISSIONS (PRE-SERVICE)/ GRADUATE HIRED			ADMISSIONS									COSTS								
							ELEMENTARY			SECONDARY			COMBINED			TOTAL OPERATING COSTS			COST PER STUDENT			COST/GRADUATE HIRED		
	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED
	NO.	NO.	NO.	RATIO	RATIO	RATIO	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,698	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.34	1.86	1.85	2,556	537	2,893	1,996	561	2,557	4,352	1,098	5,450	15,132,000	16,296,000	31,428,000	5,231	6,373	5,767	9,995	15,046	12,079
1979	1,276	880	2,156	1.55	1.55	1.55	1,973	574	2,547	1,367	599	1,966	3,340	1,173	4,513	14,678,040	15,807,120	30,485,160	5,763	8,039	6,755	7,954	22,016	11,725
1980	1,483	525	2,008	1.25	1.25	1.25	1,854	611	2,465	656	637	1,293	2,510	1,248	3,758	14,237,699	15,332,906	29,570,605	5,777	11,858	7,869	7,081	18,305	10,239
1981	1,567	456	2,023	1.25	1.25	1.25	1,958	648	2,606	571	675	1,246	2,529	1,323	3,852	13,810,568	14,872,919	28,683,487	5,299	11,940	7,447	5,924	36,485	9,794
1982	1,806	200	2,005	1.25	1.25	1.25	2,257	685	2,942	250	713	963	2,507	1,398	3,905	13,396,251	14,426,732	27,822,983	4,553	14,986	7,126	5,701	40,407	9,521
1983	1,846	100	1,946	1.25	1.25	1.25	2,307	722	3,029	125	751	876	2,432	1,473	3,905	12,994,363	13,993,930	26,988,293	4,290	15,975	6,911	6,991	16,561	11,020
1984	1,443	129	1,573	1.25	1.25	1.25	1,804	759	2,563	162	789	951	1,966	1,548	3,514	12,604,532	13,574,112	26,178,644	4,918	14,276	7,450	6,407	5,140	7,990
1985	1,410	473	1,883	1.25	1.25	1.25	1,762	796	2,558	591	827	1,418	2,354	1,623	3,977	12,226,396	13,166,888	25,393,285	4,779	9,284	6,386	5,382	11,507	7,370
1986	1,585	488	2,073	1.25	1.25	1.25	1,981	833	2,814	611	865	1,476	2,591	1,698	4,289	11,859,604	12,771,882	24,631,486	4,215	8,656	5,742	4,954	9,175	6,585
1987	1,695	583	2,278	1.25	1.25	1.25	2,119	833	2,952	728	865	1,593	2,847	1,698	4,545	11,563,114	12,452,585	24,015,699	3,917	7,815	5,284	4,602	11,197	6,507
1988	1,804	508	2,312	1.25	1.25	1.25	2,254	833	3,087	636	865	1,501	2,890	1,698	4,588	11,331,852	12,203,533	23,535,385	3,670	8,133	5,130	4,607	12,652	6,725
1989	1,796	409	2,205	1.25	1.25	1.25	2,245	833	3,078	511	865	1,376	2,756	1,698	4,454	11,161,874	12,020,480	23,182,354	3,626	8,738	5,205	4,256	15,807	6,535
1990	1,913	282	2,195	1.25	1.25	1.25	2,391	833	3,224	353	865	1,218	2,744	1,698	4,442	11,050,255	11,900,275	22,950,531	3,428	9,772	5,167	4,380	6,983	5,995
1991	1,871	494	2,365	1.25	1.25	1.25	2,339	833	3,172	617	865	1,482	2,956	1,698	4,654	10,995,004	11,840,774	22,835,778	3,466	7,989	4,907	4,293	8,263	5,836
1992	1,889	597	2,485	1.25	1.25	1.25	2,361	833	3,194	746	865	1,611	3,107	1,698	4,805	10,995,004	11,840,774	22,835,778	3,443	7,350	4,753	4,359	7,723	5,735
1993	1,865	710	2,575	1.25	1.25	1.25	2,331	833	3,164	887	865	1,752	3,218	1,698	4,916	11,049,979	11,899,978	22,949,957	3,493	6,790	4,668	4,358	8,641	5,856
1994	1,868	697	2,565	1.25	1.25	1.25	2,335	833	3,168	872	865	1,737	3,207	1,698	4,905	11,138,379	11,995,178	23,133,557	3,516	6,907	4,716	4,469	7,448	5,717
1995	1,837	808	2,646	1.25	1.25	1.25	2,296	833	3,129	1,010	865	1,875	3,307	1,698	5,005	11,238,624	12,103,134	23,341,759	3,591	6,453	4,664	4,445	8,497	5,880
1996	1,856	767	2,623	1.25	1.25	1.25	2,319	833	3,152	959	865	1,824	3,279	1,698	4,977	11,351,011	12,224,166	23,575,176	3,601	6,701	4,737	4,449	8,321	5,861
1997	1,877	772	2,650	1.25	1.25	1.25	2,347	833	3,180	966	865	1,831	3,312	1,698	5,010	11,464,521	12,346,407	23,810,928	3,606	6,744	4,752	4,617	8,565	6,071
1998	1,832	760	2,593	1.25	1.25	1.25	2,291	833	3,124	950	865	1,815	3,241	1,698	4,939	11,579,166	12,469,872	24,049,038	3,707	6,869	4,869	4,794	7,869	6,068
1999	1,771	830	2,601	1.25	1.25	1.25	2,214	833	3,047	1,037	865	1,902	3,251	1,698	4,949	11,694,958	12,594,570	24,289,528	3,838	6,622	4,908	4,871	8,307	6,205
2000	1,745	827	2,571	1.25	1.25	1.25	2,181	833	3,014	1,033	865	1,898	3,214	1,698	4,912	11,811,907	12,720,516	24,532,424	3,919	6,701	4,994	4,956	8,342	6,283
2001	1,725	830	2,555	1.25	1.25	1.25	2,156	833	2,989	1,038	865	1,903	3,194	1,698	4,892	11,930,026	12,847,721	24,777,748	3,991	6,753	5,065	---	---	---

SOURCE: THE HANSEN GROUP
DETAILED REPORTS OF SIMULATION EXPERIMENTS 1-19
THE FUTURE FOR TEACHER EDUCATION IN ONTARIO

TABLE 5.B.7

PROJECTIONS OF ONTARIO TEACHER EDUCATION REQUIREMENTS, ADMISSIONS AND COSTS, 1978 TO 2001:
SIMULATION NO. 18

YEAR	GRADUATES REQUIRED AS NEW TEACHERS			ADMISSIONS (PRE-SERVICE)/ GRADUATE HIRED			ADMISSIONS									COSTS								
							ELEMENTARY			SECONDARY			COMBINED			TOTAL OPERATING COSTS			COST PER STUDENT			COST/GRADUATE HIRED		
	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED
	NO.	NO.	NO.	RATIO	RATIO	RATIO	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,698	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.77	2.08	1.91	2,262	537	2,799	2,236	561	2,797	4,498	1,098	5,596	15,132,000	16,296,000	31,428,000	5,407	5,826	5,616	9,930	15,355	12,147
1979	1,276	880	2,156	1.40	2.00	1.64	1,786	574	2,360	1,760	599	2,359	3,546	1,173	4,719	14,678,040	15,807,120	30,485,160	6,220	6,700	6,460	7,794	23,423	11,882
1980	1,483	525	2,008	1.40	2.00	1.56	2,076	611	2,687	1,050	637	1,687	3,126	1,248	4,374	14,237,699	15,332,906	29,570,605	5,299	9,091	6,761	7,253	22,071	10,881
1981	1,567	456	2,023	1.40	2.00	1.54	2,193	648	2,841	913	675	1,588	3,106	1,323	4,429	13,810,568	14,812,919	28,683,487	4,861	9,366	6,476	6,070	45,114	10,404
1982	1,806	200	2,005	1.40	2.00	1.46	2,528	685	3,213	399	713	1,112	2,927	1,398	4,325	13,396,251	14,426,732	27,822,983	4,170	12,968	6,433	5,835	55,350	10,001
1983	1,846	100	1,946	1.40	2.00	1.43	2,584	722	3,306	200	751	951	2,784	1,473	4,257	12,994,363	13,993,930	26,988,293	3,931	14,715	6,340	7,162	24,267	11,542
1984	1,443	129	1,573	1.40	2.00	1.45	2,021	759	2,780	259	789	1,048	2,279	1,548	3,827	12,604,532	13,574,112	26,178,644	4,535	12,954	6,840	6,607	7,426	8,486
1985	1,410	473	1,883	1.40	2.00	1.55	1,974	796	2,770	946	827	1,773	2,920	1,623	4,543	12,226,396	13,166,888	25,393,285	4,141	7,426	5,590	5,378	14,658	7,783
1986	1,639	488	2,127	1.40	2.00	1.54	2,295	833	3,128	977	865	1,842	3,271	1,698	4,969	11,859,604	12,771,882	24,631,486	3,742	6,934	4,957	5,079	11,733	7,083
1987	1,722	588	2,305	1.40	2.00	1.55	2,411	833	3,244	1,166	865	2,031	3,577	1,698	5,275	11,622,412	12,516,444	24,138,856	3,583	6,164	4,576	4,517	14,133	6,762
1988	1,912	508	2,421	1.40	2.00	1.53	2,677	833	3,510	1,017	865	1,882	3,694	1,698	5,392	11,506,188	12,391,280	23,897,468	3,278	6,585	4,432	4,540	16,390	6,993
1989	1,933	409	2,341	1.40	2.00	1.50	2,706	833	3,539	817	865	1,682	3,523	1,698	5,221	11,506,188	12,391,280	23,897,468	3,251	7,367	4,577	4,125	21,323	6,677
1990	2,133	282	2,415	1.40	2.00	1.47	2,986	833	3,819	565	865	1,430	3,550	1,698	5,248	11,552,213	12,440,845	23,993,058	3,025	8,703	4,572	4,259	9,951	6,208
1991	2,121	494	2,615	1.40	2.00	1.51	2,969	833	3,802	988	865	1,853	3,957	1,698	5,655	11,609,974	12,503,049	24,113,023	3,053	6,749	4,264	4,025	10,892	5,891
1992	2,252	612	2,864	1.40	2.00	1.53	3,153	833	3,986	1,224	865	2,089	4,377	1,698	6,075	11,679,634	12,578,067	24,257,701	2,930	6,022	3,993	3,991	9,955	5,721
1993	2,315	740	3,055	1.40	2.00	1.55	3,241	833	4,074	1,481	865	2,346	4,721	1,698	6,419	11,761,391	12,666,114	24,427,504	2,887	5,400	3,805	3,889	10,134	5,624
1994	2,406	789	3,195	1.40	2.00	1.55	3,368	833	4,201	1,578	865	2,443	4,946	1,698	6,644	11,855,482	12,767,443	24,622,929	2,822	5,226	3,706	3,905	7,712	5,233
1995	2,434	1,069	3,503	1.40	2.00	1.58	3,407	833	4,240	2,139	865	3,004	5,546	1,698	7,244	11,962,181	12,882,350	24,844,531	2,821	4,289	3,430	4,059	7,729	5,351
1996	2,368	1,187	3,555	1.40	2.00	1.60	3,316	833	4,149	2,373	865	3,238	5,689	1,698	7,387	12,081,803	13,011,173	25,092,977	2,912	4,018	3,397	3,899	8,304	5,332
1997	2,476	1,148	3,625	1.40	2.00	1.59	3,467	833	4,300	2,297	865	3,162	5,763	1,698	7,461	12,202,621	13,141,285	25,343,906	3,838	4,157	3,397	3,909	7,362	5,134
1998	2,517	1,297	3,813	1.40	2.00	1.60	3,524	833	4,357	2,593	865	3,458	6,117	1,698	7,815	12,324,648	13,272,698	25,597,345	2,829	3,838	3,276	3,839	6,947	4,972
1999	2,597	1,433	4,029	1.40	2.00	1.61	3,635	833	4,468	2,865	865	3,730	6,501	1,698	8,199	12,447,894	13,405,425	25,853,319	2,786	3,594	3,153	3,700	6,463	4,734
2000	2,737	1,593	4,330	1.40	2.00	1.62	3,832	833	4,665	3,186	865	4,051	7,018	1,698	8,716	12,572,373	13,539,479	26,111,852	2,695	3,342	2,996	3,550	6,215	4,548
2001	2,909	1,714	4,623	1.40	2.00	1.62	4,073	833	4,906	3,427	865	4,292	7,500	1,698	9,198	12,698,097	13,674,874	26,372,971	2,588	3,186	2,867	---	---	---

SOURCE: THE HANSEN GROUP
DETAILED REPORTS OF SIMULATION EXPERIMENTS 1-19
THE FUTURE FOR TEACHER EDUCATION IN ONTARIO

TABLE 5.B.8

PROJECTIONS OF ONTARIO TEACHER EDUCATION REQUIREMENTS, ADMISSIONS AND COSTS, 1978 TO 2001:
SIMULATION NO. 19

YEAR	GRADUATES REQUIRED AS NEW TEACHERS			ADMISSIONS (PRE-SERVICE)/ GRADUATE HIRED			ADMISSIONS									COSTS								
							ELEMENTARY			SECONDARY			COMBINED			TOTAL OPERATING COSTS			COST PER STUDENT			COST/GRADUATE HIRED		
	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED
	NO.	NO.	NO.	RATIO	RATIO	RATIO	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,698	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.84	1.86	1.85	2,356	537	2,893	1,996	561	2,557	4,352	1,098	5,450	15,132,000	16,296,000	31,428,000	5,231	6,373	5,767	9,995	15,046	12,079
1979	1,276	880	2,156	1.55	1.55	1.55	1,973	574	2,547	1,367	599	1,966	3,340	1,175	4,513	14,678,040	15,807,120	30,485,160	5,763	8,039	6,755	7,954	22,016	11,725
1980	1,483	525	2,008	1.25	1.25	1.25	1,854	611	2,465	656	637	1,293	2,510	1,248	3,758	14,237,699	15,332,906	29,570,605	5,777	11,858	7,869	7,081	18,305	10,239
1981	1,567	456	2,023	1.25	1.25	1.25	1,958	648	2,606	571	675	1,246	2,529	1,323	3,852	12,810,568	14,872,919	28,683,487	5,299	11,940	7,947	5,924	36,485	9,794
1982	1,806	200	2,005	1.25	1.25	1.25	2,257	685	2,942	250	713	963	2,507	1,396	3,905	13,396,251	14,426,732	27,822,983	4,553	14,988	7,126	5,701	40,497	9,521
1983	1,846	100	1,946	1.25	1.25	1.25	2,307	722	3,029	125	751	876	2,432	1,473	3,905	12,994,363	13,993,930	26,988,293	4,290	15,975	6,911	6,991	16,561	11,020
1984	1,443	129	1,573	1.25	1.25	1.25	1,804	759	2,563	162	789	951	1,966	1,548	3,514	12,604,532	13,574,112	26,178,644	4,918	14,276	7,450	6,407	5,140	7,990
1985	1,410	473	1,883	1.25	1.25	1.25	1,762	796	2,558	591	827	1,418	2,354	1,623	3,977	12,226,396	13,166,888	25,393,285	4,779	9,284	6,386	5,204	11,507	7,182
1986	1,639	488	2,127	1.25	1.25	1.25	2,049	833	2,882	611	865	1,476	2,659	1,698	4,357	11,859,604	12,771,882	24,631,486	4,116	8,656	5,653	4,924	9,175	6,573
1987	1,722	583	2,305	1.25	1.25	1.25	2,153	833	2,986	728	865	1,593	2,381	1,698	4,579	11,622,412	12,516,444	24,138,856	3,893	7,855	5,271	4,382	11,255	6,274
1988	1,912	508	2,421	1.25	1.25	1.25	2,390	833	3,223	636	865	1,501	3,026	1,698	4,724	11,506,188	12,391,280	23,897,468	3,570	8,258	5,059	4,415	12,847	6,538
1989	933	409	2,341	1.25	1.25	1.25	2,416	833	3,249	511	865	1,376	2,927	1,698	4,625	11,506,188	12,391,280	23,897,468	3,542	9,008	5,167	4,012	16,295	6,262
1990	2,133	282	2,415	1.25	1.25	1.25	2,666	833	3,499	353	865	1,218	3,019	1,698	4,717	11,552,213	12,440,845	23,993,058	3,302	10,215	5,087	4,150	7,300	5,873
1991	2,121	494	2,615	1.25	1.25	1.25	2,651	833	3,484	617	865	1,482	3,268	1,698	4,966	11,609,944	12,503,049	24,113,023	3,332	8,435	4,855	3,922	8,508	5,540
1992	2,252	612	2,864	1.25	1.25	1.25	2,815	833	3,648	765	865	1,630	3,580	1,698	5,278	11,679,634	12,578,067	24,257,701	3,201	7,717	4,596	3,893	7,974	5,386
1993	2,315	740	3,055	1.25	1.25	1.25	2,894	833	3,727	925	865	1,790	3,819	1,698	5,517	11,761,391	12,666,114	24,427,504	3,156	7,075	4,428	3,796	8,298	5,293
1994	2,406	789	3,195	1.25	1.25	1.25	3,007	833	3,840	986	865	1,851	3,993	1,698	5,691	11,855,481	12,767,443	24,622,924	3,087	6,897	4,326	3,815	6,361	4,932
1995	2,434	1,069	3,503	1.25	1.25	1.25	3,042	833	3,875	1,337	865	2,202	4,379	1,698	6,077	11,962,181	12,882,350	24,844,531	3,087	5,851	4,088	3,965	6,591	5,036
1996	2,368	1,187	3,555	1.25	1.25	1.25	2,960	833	3,793	1,483	865	2,348	4,444	1,698	6,142	12,081,803	13,011,173	25,092,977	3,185	5,541	4,086	3,898	7,157	5,009
1997	2,476	1,148	3,625	1.25	1.25	1.25	3,095	833	3,928	1,435	865	2,300	4,531	1,698	6,229	12,202,621	13,141,285	25,343,906	3,106	5,713	4,069	3,820	6,324	4,834
1998	2,517	1,297	3,813	1.25	1.25	1.25	3,146	833	3,979	1,621	865	2,486	4,767	1,698	6,465	12,324,648	13,272,698	25,397,345	3,097	5,340	3,960	3,753	6,040	4,684
1999	2,597	1,433	4,029	1.25	1.25	1.25	3,246	833	4,079	1,791	865	2,656	5,037	1,698	6,735	12,447,894	13,405,425	25,853,319	3,052	5,747	3,839	3,619	5,674	4,485
2000	2,737	1,593	4,330	1.25	1.25	1.25	3,421	833	4,254	1,992	865	2,857	5,413	1,698	7,111	12,572,373	13,539,479	26,111,852	2,955	4,740	3,672	3,475	5,509	4,300
2001	2,909	1,714	4,623	1.25	1.25	1.25	3,636	833	4,469	2,142	865	3,007	5,778	1,698	7,476	12,698,097	13,674,874	26,372,971	2,841	4,548	3,528	---	---	---

SOURCE: THE HANSEN GROUP
DETAILED REPORTS OF SIMULATION EXPERIMENTS 1-19
THE FUTURE FOR TEACHER EDUCATION IN ONTARIO

TABLE 5.B.9

PROJECTIONS OF ONTARIO TEACHER EDUCATION REQUIREMENTS, ADMISSIONS AND COSTS, 1978 TO 2001:
SIMULATION NO. 20

YEAR	GRADUATES REQUIRED AS NEW TEACHERS			ADMISSIONS (PRE-SERVICE)/ GRADUATE HIRED			ADMISSIONS									COSTS								
							ELEMENTARY			SECONDARY			COMBINED			TOTAL OPERATING COSTS			COST PER STUDENT			COST/GRADUATE HIRED		
	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED
	NO.	NO.	NO.	RATIO	RATIO	RATIO	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,598	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.84	1.86	1.85	2,356	537	2,893	1,996	561	2,557	4,352	1,098	5,450	15,132,000	16,296,000	31,428,000	5,231	6,373	5,767	11,105	16,718	13,422
1979	1,148	792	1,940	1.55	1.55	1.55	1,776	574	2,350	1,231	599	1,830	3,006	1,173	4,179	14,678,040	15,807,120	30,485,160	6,247	8,640	7,295	9,730	26,721	14,294
1980	1,186	429	1,606	1.25	1.25	1.25	1,483	611	2,094	525	637	1,162	2,008	1,248	3,256	14,237,699	15,332,906	29,570,605	6,800	13,197	9,083	9,587	23,479	13,608
1981	1,097	320	1,416	1.25	1.25	1.25	1,371	648	2,019	399	675	1,074	1,770	1,323	3,093	13,810,568	14,872,919	28,683,487	6,841	13,843	9,273	7,716	42,772	12,326
1982	1,264	140	1,404	1.25	1.25	1.25	1,580	685	2,265	175	713	888	1,755	1,398	3,153	13,396,251	14,426,732	27,822,983	5,915	16,251	8,825	7,458	44,114	11,897
1983	1,292	70	1,362	1.25	1.25	1.25	1,615	722	2,337	88	751	839	1,702	1,473	3,175	12,994,363	13,993,930	26,988,293	5,560	16,689	8,499	9,114	17,359	13,650
1984	1,010	91	1,101	1.25	1.25	1.25	1,263	759	2,022	113	789	902	1,376	1,548	2,924	12,604,532	13,574,112	26,178,644	6,234	15,044	8,955	8,161	5,432	9,654
1985	987	331	1,318	1.25	1.25	1.25	1,234	796	2,030	414	827	1,241	1,648	1,623	3,271	12,226,396	13,166,888	25,393,285	6,024	10,611	7,764	6,806	13,197	8,993
1986	1,109	342	1,451	1.25	1.25	1.25	1,387	833	2,220	427	865	1,292	1,814	1,698	3,512	11,859,604	12,771,882	24,631,486	5,343	9,883	7,014	6,291	10,493	8,057
1987	1,187	408	1,595	1.25	1.25	1.25	1,483	833	2,316	510	865	1,375	1,993	1,698	3,691	11,563,114	12,452,585	24,015,699	4,992	9,057	6,506	5,865	12,977	8,013
1988	1,262	356	1,618	1.25	1.25	1.25	1,578	833	2,411	445	865	1,310	2,023	1,698	3,721	11,331,852	12,203,533	23,535,385	4,700	9,317	6,325	5,899	14,493	8,291
1989	1,257	286	1,543	1.25	1.25	1.25	1,572	833	2,405	357	865	1,222	1,929	1,698	3,627	11,161,874	12,020,480	23,182,354	4,642	9,833	6,392	5,449	17,788	8,024
1990	1,339	198	1,536	1.25	1.25	1.25	1,674	833	2,507	247	865	1,112	1,921	1,698	3,619	11,050,255	11,900,275	22,950,531	4,408	10,702	6,342	5,633	7,648	7,359
1991	1,310	346	1,655	1.25	1.25	1.25	1,637	833	2,470	432	865	1,297	2,069	1,698	3,767	10,995,004	11,840,774	22,835,778	4,451	9,129	6,062	5,512	9,442	7,209
1992	1,322	418	1,740	1.25	1.25	1.25	1,653	833	2,486	522	865	1,387	2,175	1,698	3,873	10,995,004	11,840,774	22,835,778	4,423	8,536	5,897	5,601	8,968	7,116
1993	1,305	497	1,802	1.25	1.25	1.25	1,631	833	2,464	621	865	1,486	2,253	1,698	3,951	11,049,979	11,899,978	22,949,957	4,484	8,007	5,809	5,594	10,189	7,287
1994	1,308	488	1,796	1.25	1.25	1.25	1,635	833	2,468	610	865	1,475	2,245	1,698	3,943	11,138,379	11,995,178	23,133,557	4,514	8,131	5,867	5,737	8,768	7,112
1995	1,286	566	1,852	1.25	1.25	1.25	1,608	833	2,441	707	865	1,572	2,315	1,698	4,013	11,238,624	12,103,134	23,341,759	4,605	7,698	5,817	5,699	10,135	7,333
1996	1,299	537	1,836	1.25	1.25	1.25	1,624	833	2,457	672	865	1,537	2,295	1,698	3,993	11,351,011	12,224,166	23,575,176	4,621	7,956	5,904	5,709	9,880	7,305
1997	1,314	541	1,855	1.25	1.25	1.25	1,643	833	2,476	676	865	1,541	2,319	1,698	4,017	11,464,521	12,346,407	23,810,928	4,631	8,012	5,928	5,930	10,176	7,573
1998	1,283	532	1,815	1.25	1.25	1.25	1,603	833	2,436	665	865	1,530	2,269	1,698	3,967	11,579,166	12,469,872	24,049,038	4,753	8,149	6,063	6,146	9,335	7,555
1999	1,240	581	1,821	1.25	1.25	1.25	1,550	833	2,383	726	865	1,591	2,276	1,698	3,974	11,694,958	12,594,570	24,289,528	4,908	7,917	6,113	6,228	9,931	7,728
2000	1,221	579	1,800	1.25	1.25	1.25	1,527	833	2,360	723	865	1,588	2,250	1,698	3,948	11,811,907	12,720,516	24,532,424	5,006	8,009	6,214	6,330	9,970	7,818
2001	1,207	581	1,788	1.25	1.25	1.25	1,509	833	2,342	726	865	1,591	2,235	1,698	3,933	11,930,020	12,847,721	24,777,748	5,094	8,074	6,299	---	---	---

SOURCE: THE HANSEN GROUP
DETAILED REPORTS OF SIMULATION EXPERIMENTS 1-19
THE FUTURE FOR TEACHER EDUCATION IN ONTARIO

TABLE 5.B.10

PROJECTIONS OF ONTARIO TEACHER EDUCATION REQUIREMENTS, ADMISSIONS AND COSTS, 1978 TO 2001:
SIMULATION NO. 21

YEAR	GRADUATES REQUIRED AS NEW TEACHERS			ADMISSIONS (PRE-SERVICE)/ GRADUATE HIRED			ADMISSIONS									COST								
							ELEMENTARY			SECONDARY			COMBINED			TOTAL OPERATING COSTS			COST PER STUDENT			COST/GRADUATE HIRED		
	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	PRESERVICE	INSERVICE	TOTAL	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED	ELEMENTARY	SECONDARY	COMBINED
	NO.	NO.	NO.	RATIO	RATIO	RATIO	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	NO.	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,698	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.84	1.86	1.85	2,356	537	2,893	1,996	561	2,557	4,352	1,098	5,450	15,132,000	16,296,000	31,428,000	5,231	6,373	5,767	11,105	16,718	13,422
1979	1,148	792	1,940	1.55	1.55	1.55	1,776	574	2,350	1,231	599	1,830	3,006	1,173	4,179	14,678,040	15,807,120	30,485,160	6,247	8,640	7,295	9,730	26,721	14,294
1980	1,186	420	1,606	1.25	1.25	1.25	1,483	611	2,094	525	637	1,162	2,008	1,248	3,256	14,237,699	15,332,906	29,570,605	6,800	13,197	9,083	9,587	23,479	13,608
1981	1,097	320	1,416	1.25	1.25	1.25	1,371	648	2,019	399	675	1,074	1,770	1,323	3,093	13,810,568	14,872,919	28,683,487	6,841	13,843	9,273	7,716	42,772	12,326
1982	1,264	140	1,404	1.25	1.25	1.25	1,580	685	2,265	175	713	888	1,755	1,398	3,153	13,396,251	14,426,732	27,822,983	5,915	16,251	8,825	7,458	44,114	11,897
1983	1,292	70	1,362	1.25	1.25	1.25	1,615	722	2,337	88	751	839	1,702	1,473	3,175	12,994,363	13,993,930	26,988,293	5,560	16,689	8,499	9,114	17,359	13,650
1984	1,010	91	1,101	1.25	1.25	1.25	1,263	759	2,022	113	789	902	1,376	1,548	2,924	12,604,532	13,574,112	26,178,644	6,234	15,044	8,953	8,161	5,432	9,654
1985	987	331	1,381	1.25	1.25	1.25	1,234	796	2,030	414	827	1,241	1,648	1,623	3,271	12,226,396	13,166,888	25,393,285	6,024	10,611	7,764	6,581	13,197	8,764
1986	1,147	342	1,489	1.25	1.25	1.25	1,434	833	2,267	427	865	1,292	1,861	1,698	3,559	11,859,604	12,771,882	24,631,486	5,231	9,883	6,920	6,269	10,493	8,060
1987	1,206	408	1,614	1.25	1.25	1.25	1,507	833	2,340	510	865	1,735	2,017	1,698	3,715	11,622,412	12,516,444	24,138,856	4,967	9,103	6,498	5,592	13,043	7,734
1988	1,339	356	1,694	1.25	1.25	1.25	1,673	833	2,506	445	865	1,310	2,118	1,698	3,816	11,506,188	12,391,280	23,897,468	4,591	9,460	6,262	5,678	14,716	8,093
1989	1,353	286	1,639	1.25	1.25	1.25	1,691	833	2,524	357	865	1,222	2,049	1,698	3,747	11,506,188	12,391,280	23,897,468	4,558	10,136	6,378	5,164	18,337	7,730
1990	1,493	198	1,690	1.25	1.25	1.25	1,866	833	2,699	247	865	1,112	2,113	1,698	3,811	11,552,213	12,440,845	23,993,058	4,280	11,188	6,296	5,380	7,995	7,268
1991	1,485	346	1,830	1.25	1.25	1.25	1,856	833	2,689	432	865	1,297	2,288	1,698	3,986	11,609,974	12,503,049	24,113,023	4,318	9,640	6,050	5,083	9,723	6,903
1992	1,577	428	2,005	1.25	1.25	1.25	1,971	833	2,804	535	865	1,400	2,506	1,698	4,204	11,679,634	12,578,067	24,257,701	4,166	8,982	5,770	5,066	9,280	6,761
1993	1,620	518	2,139	1.25	1.25	1.25	2,026	833	2,359	648	865	1,513	2,673	1,698	4,371	11,761,391	12,666,114	24,427,504	4,114	8,373	5,588	4,949	9,821	6,680
1994	1,684	552	2,236	1.25	1.25	1.25	2,105	833	2,938	690	865	1,555	2,795	1,698	4,493	11,855,482	12,767,443	24,622,924	4,035	8,209	5,480	4,966	7,571	6,247
1995	1,704	748	2,452	1.25	1.25	1.25	2,130	833	2,963	936	865	1,801	3,065	1,698	4,763	11,962,181	12,882,350	24,844,531	4,038	7,154	5,216	5,187	8,058	6,425
1996	1,658	831	2,488	1.25	1.25	1.25	2,072	833	2,905	1,038	865	1,903	3,111	1,698	4,809	12,081,803	13,011,173	25,092,977	4,159	6,836	5,218	4,972	8,831	6,398
1997	1,733	804	2,537	1.25	1.25	1.25	2,167	833	3,000	1,005	865	1,870	3,171	1,698	4,869	12,202,621	13,141,285	25,343,906	4,068	7,028	5,205	5,003	7,781	6,184
1998	1,762	908	2,669	1.25	1.25	1.25	2,202	833	3,035	1,135	865	2,000	3,337	1,698	5,035	12,324,648	13,272,698	25,597,345	4,061	6,638	5,084	4,920	7,509	6,015
1999	1,818	1,003	2,821	1.25	1.25	1.25	2,272	833	3,105	1,254	865	2,119	3,526	1,698	5,224	12,447,894	13,405,425	25,853,319	4,009	6,327	4,949	4,754	7,112	5,757
2000	1,916	1,115	3,031	1.25	1.25	1.25	2,395	833	3,228	1,394	865	2,259	3,789	1,698	5,487	12,572,373	13,539,479	26,111,852	3,895	5,993	4,759	4,581	6,966	5,572
2001	2,036	1,199	3,236	1.25	1.25	1.25	2,546	833	3,379	1,499	865	2,364	4,045	1,698	5,743	12,698,097	13,674,874	26,372,971	3,758	5,784	4,592	---	---	---

Source: The Hansen Group
Detailed Reports of Simulation Experiments 1-19
The Future for Teacher Education in Ontario

Chapter 6

Implications of Declining School Enrolments for the Education of Supervisory and Other School Officers

I have included in this section all officers of the board, by whatever title they may be called: e.g., director, associate or assistant director, superintendent, assistant superintendent, coordinators, consultants, principals, vice-principals and department heads. One of the most significant common characteristics is that they all hold teaching certificates and have, therefore, undertaken basic teacher education training. In nearly all cases they will have served as classroom teachers, often for many years and almost invariably with distinction. They will have been specially selected for their new positions in the hierarchical structure of a board's administration, and the paths they will have followed constitute the upwards mobility pattern traditionally found in school systems.

With the whole teaching force to draw upon for applicants the supply of potential supervisory officers is automatically guaranteed and there is no implication from declining enrolments that the supply will be greatly affected, except in terms of characteristics such as age and experience as the whole teaching force ages over the years. The demand is another matter. With enrolments in a steady state or in decline, there will be little or no demand for additional supervisory staff, only for replacements. Non-replacement, of course, is the favourite and least painful means of reducing staff, which will be necessary if financial constraints force the hand of a board or, more frequently, shrinkage in other parts of the education system makes it imperative to reduce staff in this category also. We were informed by boards and their senior officials at the public hearings that, in fact, the shrinkage of staff at this level was, as far as possible, proportional to the declines in enrolment. Some exceptions were found, naturally, because under unusual circumstances the administrative burdens are definitely not reduced proportionately, and certainly not necessarily immediately, when enrolment declines occur. The actual numbers of such staff in the

province since 1972, as given in official reports, is shown in Table 6.1, and it is clear that there have been fluctuations over the years.

One of the most serious implications of steady-state or declining enrolment is obviously that very few positions at the supervisory level become vacant, especially under present circumstances when practically all the administrative and supervisory officers are relatively young men and women. There won't be openings to any extent unless special efforts are made to introduce vertical mobility through term appointments. Unless mobility is instituted, including the lateral kind created by transfers or exchanges across systems or boards for short or long periods, why provide education programs for these officers other than refresher or updating courses? Seven courses were offered for principals-to-be by the Ministry of Education this past summer, with 100 or more "aspiring principals" in each. But schools are being twinned and closed, not new ones built, so the chances of getting a principalship are slim indeed. I visited nearly all of these courses in Southern Ontario this summer and although I was impressed with the calibre of candidates attending, I was concerned about the value of the course at this time.

No matter what is done about mobility, neither declining enrolment nor any other factor would lead one to suggest these officers should not be teachers first, with a considerable number of years' experience to their credit, before being considered for promotion. If training is to be provided, therefore, it simply must be of the in-service type, of which these courses for principals are very effective examples. Of course, the consultants and coordinators, depending upon their specialty, would be provided with a different form of in-service training, probably at one of the faculties of education or at the Ontario Institute for Studies in Education. It should be noted here that there is considerable merit to the plea for greater emphasis on internship (a form of learning on the job, preferably combined with a program of formal instruction, e.g., in curriculum or in teaching techniques). Again, however, I raise the question of why we should provide such programs when the numbers of openings are going to decline because of financial cutbacks as well as declining enrolments, and those in the positions are going to be there

TABLE 6.1

TEACHING STAFF BY POSITION, SEPTEMBER 1972-1977

ACADEMIC YEAR	SEX	ELEMENTARY SCHOOLS																SECONDARY SCHOOLS																ALL SCHOOLS													
		PRINCIPAL		VICE-PRINCIPAL		CHAIRMAN DEPT. HEAD ASSIST. DEPT. HEAD CO-ORDINATOR		REGULAR CLASSROOM TEACHER		ALL OTHERS		NOT REPORTED		TOTAL		PRINCIPAL		VICE-PRINCIPAL		CHAIRMAN DEPT. HEAD ASSIST. DEPT. HEAD CO-ORDINATOR		REGULAR CLASSROOM TEACHER		ALL OTHERS		NOT REPORTED		TOTAL		PRINCIPAL		VICE-PRINCIPAL		CHAIRMAN DEPT. HEAD ASSIST. DEPT. HEAD CO-ORDINATOR		REGULAR CLASSROOM TEACHER		ALL OTHERS		NOT REPORTED		TOTAL	
		NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
1972-73	MALE	5,262	10.64	1,334	7.62	681	5.89	11,515	65.79	710	4.05	---	---	17,502	100.0	560	2.37	736	3.12	7,063	29.93	14,715	62.36	522	2.21	---	---	23,596	100.0	5,822	9.30	2,070	5.04	7,744	18.84	26,230	63.82	1,232	3.00	---	---	41,098	100.0
	FEMALE	620	1.53	225	0.55	439	1.07	37,249	90.58	2,584	6.28	---	---	41,125	100.0	15	0.14	58	0.55	1,823	16.92	8,489	78.80	408	3.79	---	---	10,773	100.0	643	1.24	263	0.51	2,262	4.36	45,738	88.13	2,992	5.77	---	---	51,898	100.0
	TOTAL	5,882	6.64	1,559	2.66	1,120	1.91	48,764	83.16	3,294	5.62	---	---	58,627	100.0	575	1.67	774	2.25	8,886	25.85	23,204	67.51	930	2.71	---	---	34,369	100.0	6,465	6.80	2,333	2.51	10,006	10.76	71,968	77.39	4,224	4.54	---	---	92,996	100.0
1973-74	MALE	5,229	17.63	1,901	7.11	859	5.60	12,422	67.84	584	5.19	116	0.65	18,511	100.0	545	2.38	774	3.60	6,685	29.15	14,347	62.56	531	2.32	103	0.45	22,935	100.0	5,774	9.15	2,025	4.91	7,344	17.81	26,769	64.90	1,115	2.70	219	0.53	41,246	100.0
	FEMALE	586	1.43	291	0.49	409	0.98	37,187	89.80	2,351	5.68	681	1.65	41,390	100.0	11	0.11	51	0.51	1,593	16.11	7,777	78.63	398	4.02	81	0.82	9,891	100.0	597	1.16	232	0.45	1,997	3.89	44,964	87.64	2,749	5.36	762	1.49	51,291	100.0
	TOTAL	5,815	6.99	1,502	2.52	1,063	1.78	49,589	83.06	2,935	4.92	797	1.33	59,701	100.0	556	1.69	755	2.30	8,278	25.22	22,124	67.40	929	2.83	184	0.56	32,826	100.0	6,371	6.72	2,257	2.44	9,341	10.10	71,713	77.51	3,864	4.18	981	1.06	92,527	100.0
1974-75	MALE	5,288	17.56	1,292	6.90	744	5.97	12,710	67.80	698	5.68	1	0.01	18,725	100.0	551	2.36	720	5.08	6,699	28.65	14,900	63.72	510	2.18	5	0.02	23,385	100.0	5,839	9.12	2,012	4.78	7,443	17.68	27,610	65.57	1,200	2.85	6	0.01	42,110	100.0
	FEMALE	545	1.33	215	0.52	405	0.99	37,046	90.43	2,734	6.67	23	0.06	40,968	100.0	9	0.09	33	0.33	1,588	15.99	7,895	79.01	451	4.51	6	0.06	9,992	100.0	554	1.79	248	0.49	2,003	3.93	44,941	88.19	3,185	6.25	29	0.06	50,960	100.0
	TOTAL	5,833	6.42	1,507	2.52	1,149	1.92	49,756	83.35	3,424	5.74	24	0.04	59,693	100.0	560	1.68	753	2.26	8,287	24.86	22,795	68.50	961	2.88	11	0.03	33,327	100.0	6,393	6.72	2,260	2.43	9,446	10.15	72,551	77.95	4,385	4.71	35	0.03	93,070	100.0
1975-76	MALE	5,334	16.77	1,908	6.62	695	5.52	13,439	68.00	1,007	5.10	---	---	19,783	100.0	550	2.27	723	2.99	5,342	22.09	16,454	68.03	1,118	4.62	---	---	24,187	100.0	5,884	8.79	2,631	4.62	6,057	13.76	29,893	68.02	2,125	4.84	---	---	43,950	100.0
	FEMALE	599	1.30	290	0.56	345	0.85	36,202	87.42	4,093	9.88	---	---	41,409	100.0	12	0.11	40	0.39	1,212	11.86	8,515	83.33	440	4.31	---	---	10,219	100.0	551	1.07	299	0.52	1,557	3.02	44,717	86.61	4,533	8.78	---	---	51,628	100.0
	TOTAL	5,853	6.30	1,538	2.51	1,040	1.70	49,641	81.15	5,100	8.34	---	---	61,172	100.0	562	1.63	763	2.22	6,554	19.05	24,969	72.57	1,558	4.53	---	---	34,406	100.0	6,435	6.62	2,930	2.41	7,594	7.95	74,610	78.06	5,658	5.92	---	---	95,578	100.0
1976-77	MALE	5,341	16.55	1,295	6.41	720	5.57	13,744	68.10	1,085	5.38	---	---	20,183	100.0	552	2.26	743	3.05	5,357	21.96	16,618	68.13	1,122	4.60	---	---	24,392	100.0	5,893	8.73	2,038	4.57	6,077	13.63	30,362	68.11	2,207	4.95	---	---	44,575	100.0
	FEMALE	501	1.22	266	0.65	367	0.90	35,699	87.11	4,148	10.12	---	---	40,981	100.0	12	0.11	45	0.43	1,261	12.04	8,716	83.22	439	4.19	---	---	10,473	100.0	513	1.09	312	0.68	1,628	3.16	44,415	86.32	4,587	8.91	---	---	51,454	100.0
	TOTAL	5,842	6.28	1,559	2.55	1,087	1.78	49,443	80.83	5,233	8.56	---	---	61,164	100.0	564	1.62	788	2.26	6,618	18.98	25,334	72.66	1,561	4.48	---	---	34,865	100.0	6,406	6.59	2,350	2.44	7,705	8.02	74,777	77.87	6,794	7.07	---	---	96,029	100.0
1977-78	MALE	5,329	16.43	1,276	6.30	660	5.26	13,840	68.31	1,155	5.70	---	---	20,260	100.0	538	2.17	747	3.03	5,535	22.43	16,813	68.14	1,043	4.23	---	---	24,676	100.0	5,865	8.60	2,023	4.50	6,195	13.79	30,653	68.22	2,198	4.89	---	---	44,934	100.0
	FEMALE	494	1.24	272	0.68	299	0.75	34,508	86.64	4,257	10.69	---	---	39,830	100.0	15	0.14	49	0.46	1,327	12.52	8,737	82.46	468	4.42	---	---	10,596	100.0	509	1.01	321	0.64	1,626	3.22	43,245	85.76	4,725	9.37	---	---	50,426	100.0
	TOTAL	5,823	6.36	1,548	2.58	959	1.60	48,348	80.46	5,412	9.01	---	---	60,090	100.0	551	1.56	796	2.26	6,862	19.46	25,550	72.44	1,511	4.28	---	---	35,270	100.0	6,374	6.59	2,344	2.46	7,821	8.20	73,898	77.49	6,923	7.26	---	---	95,360	100.0

SOURCE: ELEMENTARY TEACHER INFORMATION FILES, MINISTRY OF EDUCATION

for many years. As I have said so many times in my addresses, mobility in the school system has practically vanished and the structure has frozen solid because of concern over job security.

I do not mean to imply that workshops, conferences, seminars and the programs given by OCLEA (the Ontario Council for Leadership in Educational Administration), for example, should be discontinued forthwith. On the contrary, those in supervisory positions badly need this form of in-service training to help keep up their interest and morale as the system winds down, if for no other reasons. Even the very senior administrators -- the directors of education and assistant directors -- are quite young, many of them having been appointed since 1969. There is not much promise of natural attrition under these circumstances, unless perchance the strains of coping with decline age them prematurely.[1]

Accordingly, I recommend:

Unless automatic vertical mobility is introduced into the system and enforced, all programs aimed at producing more trained supervisory officers be severely curtailed for the next five years.

On the other hand, I recommend:

Programs of in-service training for the incumbents be continued and their continuing professional education be encouraged through study leaves and the raising of expected levels of qualifications to include graduate courses at the master's and doctorate levels, as well as through workshops, conferences, other short courses and exchange arrangements. This would not mean any marked departure from existing practices, except possibly for a greater emphasis on graduate studies in education.

Finally, I recommend:

In all programs of in-service education particular attention be paid to the new problems of management in a steady-state or shrinking school system. Under these conditions new situations arise for which the traditional solutions may not be appropriate. Included in these

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[1]As I write these lines, I have become aware of the very large numbers of directors who have either resigned or taken another position. The stresses associated with management of decline may be greater than I had thought.

programs should be a focus on the new form of management, through consultation and consensus, which must follow as we move from the bureaucratic to the political model of school administration.

I recognize full well that many of our supervisory officers will lose their positions during the next decade and will require retraining or updating courses as they move down the ladder to junior positions, many back in the classrooms. If the cycle of vertical and lateral mobility for which I will be pressing in Chapter 8 is introduced, an extensive program of in-service education of "would-be" as well as "have-been" supervisory officers will also be required. This will cost money, but in my view it will be money very well spent. I do not think there need be extra cost if the efforts now being expended are simply channelled into these new and more productive directions and towards serving these new and much needed purposes. Returns to the school system through the introduction of flexibility of movement, which would open otherwise lost opportunities for advancement and restore morale and dedication as well as produce new ideas and initiatives, would more than repay in improved quality of education the paltry few dollars extra, if any, which might be required. I am proposing, in effect, a change in direction of present efforts, not the addition of an extra burden.

Chapter 7

Implications of Declining School Enrolment for the Administration of the School System

The Ministry of Education

Direct effects of declining enrolment on the organization of the Ministry of Education are rather few in number. However, the indirect psychological effect of dealing always with a shrinking system and knowing that decline -- or at best a steady-state system -- will be the pattern for many years, will almost certainly have deleterious effects on attitudes and morale of staff, due to the almost complete lack of promotion possibilities. Special efforts, similar to those recommended for school boards, will have to be made by the Minister to combat the negative effects of such a spirit.

The biggest problem for the Ministry, in both the central office and perhaps to a greater extent in the regional offices, will arise from financial constraints. The Ministry, after all, is totally dependent on the Provincial Treasurer for revenue; it cannot levy local taxes to recover losses sustained in the budget cuts imposed year after year.

But there is no cause for consideration of restructuring, either centrally or in the regional offices. There will, however, be a need for added emphasis on the planning and provision of greater assistance to those boards which need help in development of plans (demographic, building and finance) and in implementation of the curriculum guidelines and preparation of curriculum materials. This can be accomplished, in my opinion, through a reassignment of duties and shifts of existing personnel. The "monitoring" process upon which the Ministry seems already to have embarked should receive greater emphasis, from the point of view in particular of coordination of efforts of the various bodies and agencies and development of a spirit of cooperation in undertaking the tasks of common interest. In its initial phases, this need not cost

more money, unless imposed on a "crash" or "emergency" basis, and in the long run will save money through elimination of duplication of effort by the Ministry and the boards.[1] The regional offices will prove invaluable, in fact essential, in this thrust. My impression of their work is that it is excellent, of great assistance to the school boards (and consequently to the Minister), and that they would welcome the opportunity to extend the services of this kind which they have already begun to provide. Therefore I recommend:

> The regional offices be strengthened to the fullest extent possible within the existing financial guidelines to help school boards develop demographic, building and finance plans, implement curriculum guidelines and prepare curriculum materials.

In my Second Interim Report I made it clear that, in my opinion, the Minister of Education should retain and where necessary regain greater control over certain matters of general public concern. My feelings that this was an essential move have been strengthened during recent months, and I hope she will accept my recommendations to exercise more control on matters such as current and capital expenditure plans, curriculum and curriculum materials and the conditions of employment of teachers and other staff by school boards.[2] To do so need not involve the employment of more staff, but rather a reassignment or clearer definition of the responsibilities of existing staff.

Frankly, from the representations made to me in written briefs and in discussions and correspondence, I am convinced that most school boards and their officials would welcome the assumption of a more active role by the Ministry. Possibly their taste of nearly unrestricted

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[1] A prime example comes to mind of the regional director who carefully assigned segments of curriculum development to different boards and then collected the findings and materials and shared them among all the boards.

[2] Prudence and common sense alone, for example, would dictate that she exercise some control over the salaries of board employees. At present the general legislative grants are controlled through limits, but on the other hand government is required by law to pay, on behalf of teachers, a 6% pension contribution and guarantee the pension fund, for salaries locally determined and over which it can exercise no control.

freedom has turned sour under the pressures of declining enrolment problems, but I think it goes beyond that to a full recognition of the Ministry as the senior partner in the enterprise, with broader resources and a wider view. There is, it seems, a genuine feeling that the senior partner does have rights and responsibilities which the public expects it to exercise and discharge effectively. There seems little doubt that the general public would be genuinely relieved by this change in role and would feel that its interests would thereby be more fully considered and protected.

Accordingly, I repeat below, unchanged, the recommendations I made in my Second Interim Report in regard to the activities of the Ministry:

(1) Initiate immediately a sustained effort to promote decentralized political solutions to emerging local and provincial problems associated with declining enrolments, in particular, problems of coordination and cooperation. Begin the organization of many sessions for discussions, negotiation and trade-offs to deal with specific inter-board and inter-interest group issues. Encourage board level administrators and Ministry of Education officials to take the initiative in promoting these activities.

(2) Take steps to increase the Ministry's control over certain finance-related decisions, including the use and sale of school buildings and sites and the working conditions and benefits of school staff members, such as pensions, termination gratuities and like arrangements.

(3) Do what is in the Ministry's power to facilitate the emergence of a strong province-wide trustees organization that can speak with one voice and play an important political role.

Recent rapid changes in the regional offices, especially changes in their functions, have weakened them and made it difficult for their loyal and efficient staff to discharge all their responsibilities effectively, especially on the overload basis some seem to have adopted as the norm. Yet in these critical times we need those regional officers more than ever before. The Minister of Education faces a most difficult decision -- whether to decentralize many operations to the

regional offices or to centralize all of them in the Mowat Block. Frankly, I prefer a decentralized system and always have, and accordingly I recommend:

> The operations of the regional offices be extended to provide greater assistance to the local school boards, if necessary through staff transfers from the central Toronto office.

I recommend further:

> The Minister review the objectives and operations, including in particular the staffing complement, of the central office and of the regional offices to determine the extent to which decentralization in appropriate areas is functional.

The School Boards

A. Composition, Powers and Duties

Declining enrolments have very few implications for the structure of school boards we have developed in this province, save perhaps for the odd "isolate board" in northern Ontario which may disappear, or simply discontinue operations but continue "on paper".

The move in 1969 to county and district boards, and the equivalent for separate schools, went far towards equalizing educational opportunity and tax resources. The change also permitted a very marked improvement in the quality of education. But although it was recognized that many of the problems in education which plagued us over the years could be solved far more easily under this new system, no one at that time, to my knowledge, had considered the possibility of a period of rapidly declining enrolments with new problems and difficulties. Yet these larger units have also given most boards the resources and flexibility, not to mention the variety of conditions, which make it possible to cope more easily with the conditions arising from declining enrolments. Many areas have, in total, a stable enrolment base which promises to change very little during the rest of this century, whereas others are able to balance with ease losses in one part of their area with gains in another (e.g., Peel, south vs. north; Simcoe, south vs.

north; Scarborough, south and west vs. north and east). Not that the problems are avoided entirely, of course, and new ones pertaining to busing of younger children in particular do arise, but overall any board of this stable-state category will find itself in a fairly comfortable and fully viable position. Such does not hold true for boards in most of our large cities where declines in enrolment combined with increases in the migrant populations give rise to many new and complex problems, aggravated by declining enrolments in the older sections of the cities and adjoining suburbs to the point where "neighbourhood" schools have to be closed.

Members of the public unaware of the legal and constitutional rights of the Roman Catholic Separate School supporters, and of their clearly expressed legitimate desire to provide a full Catholic education for every Catholic child, may question the existence of our two systems -- public and separate schools. This questioning is not a new phenomenon, but it is given added force by the pressures of declining enrolments in the publicly-supported school system, especially when these are accentuated by the voluntary transfer of a relatively large number of Catholic children to the separate school system, i.e., their parents become separate school supporters. Only in rare instances were the questions based on intolerance and bigotry characteristic of earlier days. I am heartened by the decrease in animosity and bitterness between the two systems compared to what I found only 30 years ago during my service with the Hope Commission's examination of education in Ontario.

Strong efforts are sometimes made to force the sharing with the public school board of a single school building and site, or the rental of space in public school facilities by separate school boards. The advocates of such measures tend to overlook the difficulty -- and under some conditions, the impossibility -- of maintaining the essence of a Catholic school which is deemed so essential if religion and education are viewed as inseparable. Despite the problems with space that have arisen, particularly in the more sparsely populated areas and recently even in large urban centres such as Ottawa and Toronto, we must abide by the conditions of our 135-year-old dual system and learn to live with and even gain in the balance of advantages and disadvantages.

There is another reason I am not suggesting changes. The separate schools are not generally suffering from declining enrolments, and on a province-wide basis are unlikely to experience marked declines until towards the end of the century, depending in part upon the religion of immigrants from other lands. It is true that some separate school boards are suffering severely because of population shifts (as in Ottawa and Windsor) or sparsity of the Catholic population in some rural areas and in northern Ontario. But even in those cases there are no implications from either steady-state or declining enrolment which would lead to changes in the structure of the separate school system. There is an item of unfinished business with the government in regard to Catholic secondary schools, i.e., grades 11, 12, and 13, but this matter is beyond my terms of reference since it is not related in any way to declining enrolments. My only comment is to note that the government has recently reiterated its traditional policy on this point.

In the case of the Franco-Ontarian students, the introduction of French language secondary schools has given rise to something of an anomaly in structure. For the most part Franco-Ontarian children attend Roman Catholic Separate Schools for elementary education, JK to grade 8, then switch almost wholly to publicly-supported French language secondary schools which extend from grades 9 to 13.

The recent establishment of these French language secondary schools has meant a very rapid increase in enrolment in them, starting from the zero of a few years ago. That gives, or could give, the false impression of a rapid increase in the number of Franco-Ontarian children. As made clear in my First Interim Report, the historic trend and the projections show substantial losses of students in elementary and secondary schools attended by French-speaking children. In tables, charts and in the discussion in the text accompanying these, we made it clear that the fertility rate for our Franco-Ontarian citizens seems lower than the average for the province and apparently has been for some few years. Their fertility rates seem to parallel very closely those of the French-speaking population of Quebec, which are now the lowest in Canada.

There is no clear evidence of an increase in the number of live births in Quebec in recent years (i.e., up to the end of the first quarter of 1978), and their net interprovincial migration of children as well as their net total migration have been a fairly high negative amount for some time.

If our Franco-Ontarian citizens follow the patterns of the Quebecois we must anticipate a steady continued decline in enrolments to 1986, and probably for the rest of this century, in French language secondary schools as well as in French language elementary schools. Being a minority group of the school population to begin with, this poses a problem: in 1977 the enrolment in all French language schools constituted only 5.3% of the total school enrolment of the province, although at the 1971 census the population of French ethnic origin constituted 9.6% of the total population of the province. The fear of the Franco-Ontarians that they are rapidly being assimilated into the English-speaking population is fully supported by official statistics such as those above and in the following footnote. However, if one compares the 1971 census results for the percentage of language most often spoken at home[1] with that of the percentage of school enrolment in 1977, it could be argued that a higher proportion than anticipated of the Franco-Ontarian children are attending French language schools.[2] If this be true, and I sincerely hope it is, perhaps the trend towards full assimilation has not only been halted but actually reversed in the case of the children. The present government policy towards the French language seems to be working successfully.

I commissioned a study (Working Paper #22) of the Franco-Ontarian situation by a special committee, under the joint chairmen Dr. Robert Dixon and Monsieur André Lecuyer, which made an excellent and exhaustive

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[1]Of those classified as French ethnic origin, only 67.5% were reported (under Official Language) as speaking "French only" or "Both English and French," and only 44.7% of them reported French as the "Language Most Often Spoken at Home".

[2]Less than half (44.7%) Franco-Ontarians speak French most often at home. If the French ethnic population of Ontario is 9.6 of total population, it might be expected that less than half of those would be attending French language schools. But enrolment at French language schools is 5.3% of the total school enrolment. The 5.3% is more than half the 9.6%.

assessment of the situation and, as I had encouraged them to do, presented a set of recommendations of their own. I most sincerely appreciate their efforts and commend their report to the earnest and sympathetic consideration of the Minister of Education and her Cabinet colleagues.

The implications of declining enrolment for Franco-Ontarians are discouraging, especially if viewed as a long-term trend. Even with the present numbers it is extremely difficult to provide adequate school facilities in the sparsely populated and isolated parts of Ontario (which, geographically, means most of it). The difficulties are highlighted in a study I received from the Nipissing District Roman Catholic Separate School Board[1], entitled New Dimensions, a report from the Committee on Assimilation which they set up in November, 1977, and which reported on April 27, 1978. (The project director was Madame Laura Gueguen-Charron, assisted by three women and two men). The members of the committee firmly believed that the measures they proposed for the schools "will halt the process of anglicization and will improve relations between the two linguistic groups by promoting mutual respect". They admit that the general program they recommend is an ambitious one and that they have placed the whole responsibility on the French-language schools. One of their major recommendations, in fact, calls for

> "the formation of a French language, denominational school system from kindergarten to grade 13".

But they did not recommend a separate board for the French language schools. The committee also recognized the complex problems which arise when the school population comprises the "obviously Francophone," the "partially anglicized," and the "virtually anglicized". But they have not, in my opinion, nor has the Dixon-Lecuyer committee, understood fully and accepted the implications of the extent of the declines in enrolment faced by the French language schools, and for which I gave

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[1] I certainly appreciated and welcomed the receipt of the report of this study, but the readers must remember that I neither initiated the study nor supported it financially from funds of the Commission on Declining School Enrolments in Ontario. Frankly, I was very pleased to note that the board had itself perceived the need and went ahead with the survey.

projections in my First Interim Report. The work of my Commission was known to both groups, as was the extent of the probable decline in enrolment, and the Nipissing group quite clearly understood that the decline would accentuate their problems, as they expressed in the following paragraphs (p.30):

> "This decrease could have a very harmful effect on the situation of the Franco-Ontarians who are already widely dispered throughout this vast region (Nipissing). School boards may decide to close down French schools or integrate them within the English schools. Other problems might arise with respect to the elimination of programs and options as well as the reduction in the number of French education specialists. These measures must be prevented at all costs.
>
> We have already pointed out the importance of homogeneous French schools and the harmful effects of mixed schools. The Franco-Ontarian identity of the existing schools must not be destroyed by a reshuffling which would encourage assimilation. The school is a cultural centre which must not be lost to the community.
>
> The Ministry figures (of decline) show that if the present pupil-teacher ratio is maintained along with the current average rate of registration, approximately 50 elementary and 10 secondary schools are destined to disappear. It is obvious that a certain degree of reshuffling of Francophone pupils in large centres where Franco-Ontarians are in sufficient numbers could be accomplished without undue harm, but the same criteria must not be rigidly applied in areas of lower Francophone density."

The problems are well stated, and just as clearly stated in even more detail, in the Dixon-Lecuyer report. I am sympathetic towards the aspirations of the Franco-Ontarians and understand their fears of assimilation, but some situations are developing for which there can be no solution to meet their needs and desires. The combination of declining enrolment and sparsity of population can be a disastrous one for the French language schools. We must accept that this is so and live with the consequences. The facts indicate that the proposal to establish a separated French language school system, presumably dependent for local support solely upon the taxes of the Francophone supporters, would be an extremely unwise move since, except for the very few areas where the Francophone population is congregated in large numbers, the system would be, from its inception, a very weak one. It will be far wiser and more reasonable for the Francophones to build upon the strength

and support of the other separate school supporters in elementary education and upon all the taxpayers in the case of secondary schools. The fact is that the Francophones are too few in number and too weak in financial resources to "go it" on their own, which may be a bitter pill to swallow, but as I see it there is no viable alternative to the present organization of school boards and units of administration.

I was appalled, quite frankly, at some of the situations described to us in northern Ontario and in the isolated rural areas of southern Ontario. Pupils are divided between public and separate schools, between elementary and secondary schools, between English and French language schools. With French immersion classes demanding separated facilities, the English language schools are divided again. (Interestingly, I sensed no particular eagerness on the part of the Francophones to accept the French immersion classes of Anglophones into their schools or to admit large or even small numbers of Anglophones who desire to learn French by attending French language schools.) Dwindling financial resources combined with dwindling numbers of students spell coordination and consolidation of efforts to me, not further subdivisions into fragmented splinters which are not viable.

B. Administrative Staffing

Although declining enrolments may have few, if any, implications for the school board structures, there are definite implications for the administrative organization of each school board. As a result, I commissioned two studies on administrative organization under conditions of declining enrolment.[1] Most of the findings relate more to the education of administrative officers and to their employment and have been utilized in Chapters 6 and 8. Only the results relevant to administration organization will be discussed here. The scope in this part is broad enough to include directors, superintendents, other supervisory officers

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[1](a) Scott, J. Glenn, Hickcox, Edward S., McLeod, Gerald T., and Ryan, Doris W: The Impact of Declining Enrolments on School Governance and Administration in Ontario, Working Paper #9, April, 1978.

(b) Brown, Alan F., O'Toole, Padraig, and DeFour, Reginald: The Impact of Declining Enrolment Upon the Principal and Vice-Principal in Ontario with Implications and Alternatives, Working Paper #13, May, 1978.

and consultants and coordinators, i.e., the whole category above the classroom teacher, with the exception of department heads in secondary schools.

In my Second Interim Report I discussed at some length the proposals relating to the models of administrative structure commonly employed, i.e., the bureaucratic and hierarchical versus the "political," and recommended recognition of our move towards the latter form and further encouragement of this change. What this primarily involves, of course, is greater cooperation and coordination of efforts, not only between levels of staff within the system of a single board, but more especially cooperation between the Ministry of Education and the school boards, among school boards throughout the province, and more particularly between board officers and other staff in making mutually beneficial arrangements, long-term or short-term. At the public hearings and in meetings with other groups I sensed a feeling that in some of the arrangements insisted upon today by the Ministry there was the danger of far too much costly and wasteful duplication of effort and that most could be avoided if there were closer working relationships and coordination. There was also a strong feeling expressed by some boards (the smaller and weaker financially, generally) that they wanted and needed assistance from consultants and coordinators employed by the regional office, and that they should not be forced to appoint and pay for such officers themselves. What this means, of course, is an acceleration of the move towards the political model, of consultation and decision by consensus, and of cooperation and coordination encouraged and sponsored where need be by the Ministry of Education and its regional offices. Undoubtedly, one of the implications of declining enrolment is greater impetus in this direction.

Naturally, the new directions could have profound effects on the administrative organization of board officers and could mean the disappearance of some categories. At one extreme the organization could consist of the director of education alone (with assistance in business affairs, of course) and the principals of his schools who assume the duties formerly assigned to other supervisory officers, including the

functions of curriculum development. The main function of the principal, of course, is managerial, dealing chiefly with interpersonal relationships within his school. This will not change, no matter what the organization may become.

One obvious implication of declining enrolments is a reduction in the administrative staff, in the central office and even down to the level of principals and vice-principals. This seems to me a reasonable expectation and almost essential if the numbers of other staff (e.g., teachers) have been reduced substantially. This requires a careful assessment of needs and functions, not a haphazard "chopping" of staff; a position should be eliminated only if there exists a plan for the essential duties to be carried out by others. Accordingly, I recommend:

> Each school board in the province be required by the Minister of Education to conduct a thorough "needs assessment" of the positions and functions of its administrative staff, from the position of vice-principal to that of director, and prepare a plan for the short-term and long-term future of the staffing of its schools and central office(s). The needs assessment and plan be reviewed and revised, as necessary, every three years and in each case a copy of the assessment and of the staffing plan be filed, for evaluation and approval, with the Ministry of Education through its regional office.

It seems feasible that many of the functions and duties of consultants and coordinators attached to the central offices of boards could be assumed by the experienced and professional teaching staffs of the schools and that school principals could assume more of a system-wide management role, replacing many of the supervisory officers attached to the central office. Declining enrolment carries with it the clear implication that we move in this direction as speedily as possible, not only to streamline operations and save money but to make greater use of the human resources available and provide greater challenges as well as opportunities to the staffs. Accordingly, I recommend:

> In conducting its needs assessment and in preparing its staffing plan, the school board operate on the assumption that more of the responsibilities be delegated

to staff at the school level and that the Ministry of Education in its evaluation and approval of each plan bear this in mind.

I also recommend:

The Minister ensure that where emergency or crisis conditions of short duration arise, appointments of staff by boards to deal with them be on a short-term task-determined basis only.

C. The North

Northern Ontario has many special problems. I have been able to discuss relatively few of them. Declining enrolments have hit the school boards hard, in many cases turning a difficult task into an impossible one, even for the North where the "impossible" somehow seems to be commonplace. I am very concerned about the quality of education which can be provided in many of the far-flung outposts, even with the complementary services of ETV, radio and correspondence courses, and, of course, a greater use of computers in education. When the natural resources are mined out and an exodus of population (especially of young people) occurs, then the future is grim indeed for the education of the few children remaining there (and of the native Indian and Inuit children and adults as well). Money helps, but it is not the full answer. Even the greater use of boarding facilities in the larger centres presents hardships and hazards, and tearing families apart -- even with the best of intentions -- may in the long run do more harm than good. I have the uneasy feeling that this is another case where education must follow economic and social change. It may even be that we must accept the wholly unpalatable truth that for economic reasons, we simply cannot guarantee the desired high quality of education in those places.

D. Large and Small Boards

My original impression was that declining enrolments would have greater implications for small than for large boards. Our studies, which comprise a rather thorough investigation, indicate the contrary,

and I accept -- with some surprise -- that this is so. The impact has struck with almost stunning force on the large boards, those in the large urban centres and in many of the adjacent large (older) suburban areas. Financially, of course, they have always had the greatest resources. (Many really need no help from the province, and should, on an equalization formula basis, provide funds to be distributed to other less fortunate parts of the province.) They have also traditionally been wealthy in supplementary human resources -- supervisory officers, specialists, consultants, coordinators and so on. Now they face the prospect of a most unwelcome shrinkage in enrolment of 50% to more than 60%, with no relief in sight in this century or the next, unless the whole city is destroyed and rebuilt as a place in which young couples can live and raise a family.

It will be a painful process for the urban school authorities to wind down their huge systems of schools, teachers and administrators and preside over the partial liquidation of their education empires. But so it must be and the sooner they start the better for all of us. The hardest aspect for them to swallow will be the pill of "share the wealth". They have concentrations of wealth in the form of industrial and commercial assessment that will not disappear, but without the children to educate and the associated responsibilities, are they to be left to enjoy the wealth alone when their charges have become the responsibility of others? As I indicated in my Second Interim Report, I think otherwise; a radical change must be made in our system of education finance. I will return to this point in Chapter 10, on Implications for School Finance, and give my recommendations for reform there.

The cost of implementing the recommendations made in this chapter will be minimal at the local level and at the provincial level. Indeed, there should be substantial savings accruing from some of the adminstrative changes proposed. What I envisage, of course, are some savings through reordering of some functions and tasks and the consequent elimination of duplication.

Chapter 8

Implications of Declining School Enrolment for Staffing the Schools of the System

8.1 Regular Classroom Teachers, Other Teachers, and Size of Classes

In the section of this chapter on Administrative Staff (8.3, p. 231), I show the number of regular classroom teachers in comparison with the number of administrators, supervisors, etc. In each case a ratio can be calculated showing what amounts to a pupil-teacher ratio, since supervisors and administrators holding teaching certificates are normally classified as "teachers". I have been unable to locate in the Annual Reports of the Minister of Education (Education Statistics, Ontario) similar detailed figures. For example, the Report for 1976 contains the statistics shown in Table 8.1, where the teaching staff is classified by "position," but, unfortunately the footnote to Table 5.45, p. 78, of that Report warns that the data "are derived from a separate reporting system. The above data should be used only as an indication of the distribution of teaching staff by type of duty." Frankly, I am amazed at the lack of accurate data in regard to such an important matter, and I recommend:

> The Minister of Education take steps at once to ensure that proper records of job classifications are made in the Ministry and maintained, and the results published annually.

I recommend further:

> Pupil ratios be calculated and reported for each type of position, based on September 30 enrolment figures.

Since the figures in Table 8.1 agree very closely with those reported in the section on Administrative Staff, presumably one can place some faith in the results shown and conclusions drawn.

The reader should be aware, however, that there are differences in some figures, even when they come from the same source, because more than one data file is used for calculations. Computer totals may not

TABLE 8.1

TEACHING STAFF* BY POSITIONS, SEPTEMBER, 1976, AT SCHOOL LEVEL

TYPE OF POSITION		TYPE OF SCHOOL				TOTAL ALL SCHOOLS
		PUBLIC	ROMAN CATHOLIC SEPARATE	TOTAL ELEMENTARY	SECONDARY	
PRINCIPAL	No.	2,513	1,228	3,741	599	4,340
	Pupil Ratio	372.98	344.29	363.56	1023.46	454.64
VICE-PRINCIPAL	No.	1,171	317	1,488	821	2,309
	Pupil Ratio	800.42	1333.73	914.04	746.72	854.54
REGULAR TEACHERS	No.	33,315	14,259	47,574	26,035	73,609
	Pupil Ratio	28.13	29.65	28.59	23.55	26.81
CHAIRMAN/ DEPARTMENT HEAD	No.	345	95	440	7,000	7,440
	Pupil Ratio	2716.79	4450.45	3091.10	87.58	265.21
OTHERS	No.	3,319	1,759	5,078	1,651	6,729
	Pupil Ratio	282.40	240.36	267.84	371.32	293.23
TOTAL	No.	40,663	17,658	58,321	36,106	94,427
	Pupil Ratio	23.05	23.94	23.32	16.98	20.90
ENROLMENT ON SEPTEMBER 30, 1976		937,292	422,793	1,360,085	613,055	1,973,140

*Includes full-time teaching staff and part-time teaching staff working 25 hours or more per week.

Source: Annual Report of the Minister of Education, Educational Statistics, Ontario, 1976. Table 5.45, p. 78.

coincide because of discrepencies in original collected data. It should also be pointed out, especially in this chapter, that minor table errors originate at the source.

The data in Table 8.1 should cure everyone concerned with education of the bad habit, one of the most misleading I have ever encountered in statistics of this type, of calculating and using a single pupil-teacher ratio. To show how absurd the situation is, or could be made to be, I have calculated the pupil-ratio in Table 8.1 for each type of position separately (I didn't bother with a number of obvious combinations of positions). The figures generally quoted and used in negotiations between teachers and their employing board are those shown in the Total row, second to the bottom in the table. But the ordinary person, including most teachers, think we mean the pupil ratios up in the middle row for Regular Teachers, and the differences are very great indeed. I am confident, for example, that the ordinary citizen is firmly convinced that every secondary school teacher faces classes of size 16.98 (say 17) pupils all day every day, whereas the average for the regular teachers is 23.55. Those additional 6.6 pupils, on the average, make a very big difference to the teacher.

In terms of enrolments, it is only the public schools that have shown a steady decline since 1970, so we must look at their patterns of staffing to see what the effect of the reductions in enrolment might be. Accordingly, I show in Table 8.2 a set of statistics similar to those of Table 8.1, but for public schools only this time, not all schools, and from 1972-73 to 1977. Note, first, that during this period the enrolment in public schools has decreased from 1,022,935 to 907,777 pupils, a total loss of 15,158 pupils or 11.26% in five years (just over 2% per year, on the average). Unfortunately, to date I have been unable to find data for years earlier than 1972-73, but for these recent years the picture is clear enough:

(a) the percentage of regular teachers on staff has decreased;

(b) The pupil ratio for regular teachers has generally decreased over the period, but with two peculiar years;

(c) the total staff PTR has decreased steadily throughout the period from 24.18 to 22.38.

TABLE 8.2

PUBLIC SCHOOL TEACHING STAFF BY POSITIONS, 1972-77
(analysis of changes in staffing patterns)

YEAR	SEPTEMBER ENROLMENT		TYPE OF POSITION					TOTAL ALL TEACHERS	PUPIL-REGULAR TEACHER RATIO	TOTAL PUPIL-TEACHER RATIO
			REGULAR TEACHERS	PRINCIPAL	VICE-PRINCIPAL	CHAIRMAN DEPT. HEAD ASSIST. DEPT. HEAD	OTHERS			
1972-73	1,022,935	NUMBER	35,350	2,643	1,212	715	2,379	42,299		
		PERCENT OF STAFF	83.57	6.25	2.87	1.69	5.62	100.00	28.94	24.18
1973-74	998,668	NUMBER	34,440	2,564	1,174	701	2,595	41,474		
		PERCENT OF STAFF	83.04	6.18	2.83	1.69	6.26	100.00	29.00	24.08
1974-75	977,545	NUMBER	34,514	2,569	1,157	759	2,333	41,332		
		PERCENT OF STAFF	83.50	6.22	2.80	1.84	5.64	100.00	28.32	23.65
1975(3)	961,625	NUMBER	33,603	2,534	1,164	327	3,295	40,923		
		PERCENT OF STAFF	82.12	6.19	2.84	0.80	8.05	100.00	28.62	23.50
1976	937,292	NUMBER	33,315	2,513	1,171	345	3,319	40,663		
		PERCENT OF STAFF	81.93	6.18	2.88	0.85	8.16	100.00	28.13	23.05
1977	907,777	NUMBER	32,768	2,501	1,173	559(1)	3,558	40,559		
		PERCENT OF STAFF	80.79	6.17	2.89	1.38	8.77	100.00	27.70(2)	22.38(2)

(1) Reclassification in junior high schools in North York.

(2) The average class size in public schools for our sample on May 30, 1978, was 27.98.

(3) Change to calendar year.

Source: Annual Reports of the Minister of Education, Education Statistics.
Taken from special table of "teaching staff by position," and includes full-time teaching staff and part-time teaching staff working 25 hours or more per week.

Consequently, the "work load" has presumably been lightened for all categories, especially for those classified as "others," not necessarily only for the classroom or "regular" teacher.

In fact, of course, these pupil-ratio averages, like all averages, can be misleading, which is why I was so pleased that the teacher associations cooperated with the Commission in the collection of information on the distribution of actual class sizes, similar to the data routinely collected and reported for England and Wales. The Nova Scotia Teachers' Union cooperated in collecting the data as a pilot project in that province and we now have the same information in Ontario for elementary schools (on a sample basis) and all secondary schools (using the OSSTF -- Ontario Secondary School Teachers' Federation -- computer data bank for the latter).

The first set of figures, in Table 8.3, are for England and Wales in January, 1976, showing the distribution of size of classes by type of school (maintained primary schools, maintained middle schools and maintained secondary schools). The average class size is given in the bottom row of the table: 29.2 for all primary, 27.9 for middle schools and 22.3 for secondary schools. I was amazed to find how many large classes there were and that the average for the primary classes was nearly 30 pupils. Even the middle schools have large classes, quite a few being 36 pupils or more. The class size is smaller for the secondary, and the distribution skewed quite markedly towards the small class end of the scale. I am not certain about the classes reported as 41 students and over, since they seem out of proportion and may be some form of "double classes" for special forms of instruction.

In Table 8.4 I have reported the basic information, or rather one part of it, secured in the Nova Scotia pilot study. While there are a number of relatively large classes, especially in the elementary school panel (primary to grade 6), they are less common than reported for England and Wales. Using only the columns headed Attending (meaning the number of pupils in the class on Count Day; we think that not all teachers understood what was meant by Registered), I calculated the median class sizes from Table 8.4A to be:

TABLE 8.3

DISTRIBUTION AND NUMBER OF CLASSES BY SIZE:
SUMMARY STATISTICS ON SIZE OF CLASSES,
ENGLAND AND WALES, JANUARY, 1976

SIZE OF CLASSES	NUMBER OF CLASSES					
	MAINTAINED PRIMARY SCHOOLS(1)				MAINTAINED MIDDLE SCHOOLS	MAINTAINED SECONDARY SCHOOLS
	NURSERY	SPECIAL	OTHER	ALL PRIMARY		
UP TO 5	498	928	4,033	5,459	222	7,945
6-10					592	12,421
11-15					834	21,753
16-20	595	153	9,423	10,171	1,497	28,837
21-25	722	8	23,750	24,480	2,315	27,265
26-30	1,084	6	50,696	51,786	4,646	39,380
31-35	181	2	54,450	54,633	4,224	20,809
36-40	160	1	19,348	19,509	1,068	1,667
41 & OVER	103	-	1,456	1,559	452	2,553
TOTAL NUMBER OF CLASSES	3,343	1,098	163,156	167,597	15,850	162,630
AVERAGE SIZE OF CLASS	24.7	11.0	29.4	29.2	27.9	22.3

(1) Part-time pupils under age 5 counted as 0.5
Total number of classes = 346,077
Average size of class = 25.9 students

Source: Statistics of England and Wales,
Education and Science Ministry.

TABLE 8.4

NOVA SCOTIA: CLASS SIZE STUDY, SEPTEMBER 30, 1977, COUNT DAY,
DISTRIBUTION OF CLASSES BY SIZE (1st, 2nd, 3rd, 4th and Last Periods of Day)

A: NUMBER OF CLASSES

SIZE OF CLASS	NUMBER OF CLASSES ON SEPTEMBER 30							
	ALL SCHOOLS		ELEMENTARY		JUNIOR HIGH		SENIOR HIGH	
	REGISTERED	ATTENDING	REGISTERED	ATTENDING	REGISTERED	ATTENDING	REGISTERED	ATTENDING
1-5	408	444	337	360	50	54	21	30
6-10	585	748	289	308	170	247	126	193
11-15	2,110	2,471	636	777	949	1,118	525	576
16-20	4,732	5,705	2,611	3,100	1,254	1,399	867	1,206
21-25	9,740	10,841	6,257	6,658	1,818	2,273	1,665	1,910
26-30	10,535	9,276	5,534	4,946	3,155	2,901	1,846	1,429
31-35	3,718	2,654	1,751	1,379	1,436	962	531	313
36-40	461	246	202	153	186	80	73	13
41 & OVER	179	164	141	127	22	15	16	22
TOTAL	32,468	32,549	17,758	17,808	9,040	9,049	5,670	5,692

B: PERCENTAGE OF CLASSES

SIZE OF CLASS	PERCENTAGE OF CLASSES ON SEPTEMBER 30							
	ALL SCHOOLS		ELEMENTARY		JUNIOR HIGH		SENIOR HIGH	
	REGISTERED	ATTENDING	REGISTERED	ATTENDING	REGISTERED	ATTENDING	REGISTERED	ATTENDING
1-5	1.26%	1.36%	1.90%	2.02%	0.55%	0.60%	0.37%	0.53%
6-10	1.77	2.30	1.63	1.73	1.88	2.73	2.22	3.39
11-15	6.50	7.59	3.58	4.36	10.50	12.35	9.26	10.12
16-20	14.58	17.53	14.70	17.41	13.87	15.46	15.29	21.19
21-25	30.01	33.31	35.23	37.39	20.11	25.12	29.37	33.59
26-30	32.46	28.50	31.16	27.77	34.90	32.06	32.56	25.11
31-35	11.45	8.15	9.86	7.74	15.88	10.63	9.37	5.50
36-40	1.42	0.76	1.14	0.86	2.06	0.88	1.29	0.23
41 & OVER	0.55	0.50	0.79	0.71	0.24	0.17	0.28	0.39
TOTAL	100	100	100	100	100	100	100	100

Source: Working Paper #19, R. Lewis,
The Commission on Declining School Enrolments in Ontario, 1978.

Type of School	Median Class Size
All Schools	24.2
Elementary	24.3
Junior High	24.8
Senior High	23.2

The averages, except for the senior high, are substantially below those reported for England and Wales.

For our own province we were able to secure immediately from the OSSTF master files data on secondary school class size as of September 30, 1977, and under contract with my Commission a complete set of tables and a report were prepared and will be issued separately. However, I have provided a summary in Table 8.5 for all secondary schools and separately for the large boards, medium boards, small boards and the Metro boards, since I felt that the differences among boards might be substantial. Chart 8.1 illustrates all the figures in Table 8.5, except those for all secondary schools. For all secondary school boards, the median was 25.13 students and the size of the average class varied from 26.05 students for the large boards to 24.05 students for the small boards. For the medium-sized boards it was 25.08 students and for the Metro Boards 24.78 students. These averages are larger than those reported for England and Wales and for Nova Scotia. A surprisingly large number of classes contained 31 or more students (18.9% or nearly one of every five). The situation revealed by this table is far removed from the general picture conveyed by the pupil-teacher ratio of 17 so frequently quoted for secondary schools. Nearly 85% of the classes have more than 17 students. The use of this general pupil-teacher ratio figure is misleading and should be discontinued.

Class Size in Elementary Schools

For the elementary schools, the results of the sample survey conducted on our behalf, through agreement with the Ontario Teachers' Federation, are given in Table 8.6. Observe, again, that there are many large classes and that the median class sizes in the bottom row differ greatly from the pupil-teacher ratio commonly used. For September, 1977, for example, the following figures were reported in the Minister's Report, from which I calculated the PTR:

TABLE 8.5

ONTARIO SECONDARY SCHOOLS, SEPTEMBER 30, 1977,
NUMERICAL AND PERCENTAGE DISTRIBUTION OF CLASSES BY CLASS SIZE AND BOARD SIZE

CLASS SIZE	LARGE BOARDS[1] ENROLMENT 30,000 +		MEDIUM BOARDS ENROLMENT 10,000 TO 30,000		SMALL BOARDS ENROLMENT LESS THAN 10,000		METRO BOARDS[2]		ALL BOARDS	
	NUMBER	%	NUMBER	%	NUMBER	%	NUMBER	%	NUMBER	%
1-5	182	0.4	274	0.6	93	0.7	433	0.8	982	0.6
6-10	863	2.1	1,354	2.9	512	3.8	1,493	2.7	4,222	2.7
11-15	2,954	7.2	4,078	8.8	1,475	10.8	4,602	8.3	13,109	8.4
16-20	7,011	17.0	8,365	17.9	2,695	19.7	10,931	19.7	29,002	18.5
21-25	9,488	23.0	11,313	24.3	3,367	24.7	13,595	24.5	37,763	24.1
26-30	11,921	28.9	12,484	26.8	3,291	24.1	14,487	26.1	42,183	26.9
31-35	7,547	18.3	7,475	16.0	1,847	13.5	8,611	15.5	25,480	16.2
36-40	1,160	2.8	1,184	2.5	333	2.4	1,207	2.2	3,884	2.5
41 & UP	96	0.2	90	0.2	39	0.3	125	0.2	350	0.2
TOTAL	41,222	100	46,617	100	13,652	100	55,484	100	156,975	100
MEDIAN SIZE	26.05	-	25.08	-	24.05	-	24.78	-	25.13	-

Note: 84.64% of classes are larger than the 17.0 PTR size usually considered actual.

[1]Excluding Metropolitan Toronto and 4 large city boards.

[2]Metropolitan Toronto and 4 large city boards.

Source: Survey conducted by OSSTF.

CHART 8.1

PERCENT DISTRIBUTION OF ONTARIO SECONDARY SCHOOL CLASSES,
BY CLASS SIZE AND SIZE OF BOARD, SEPTEMBER 30, 1977

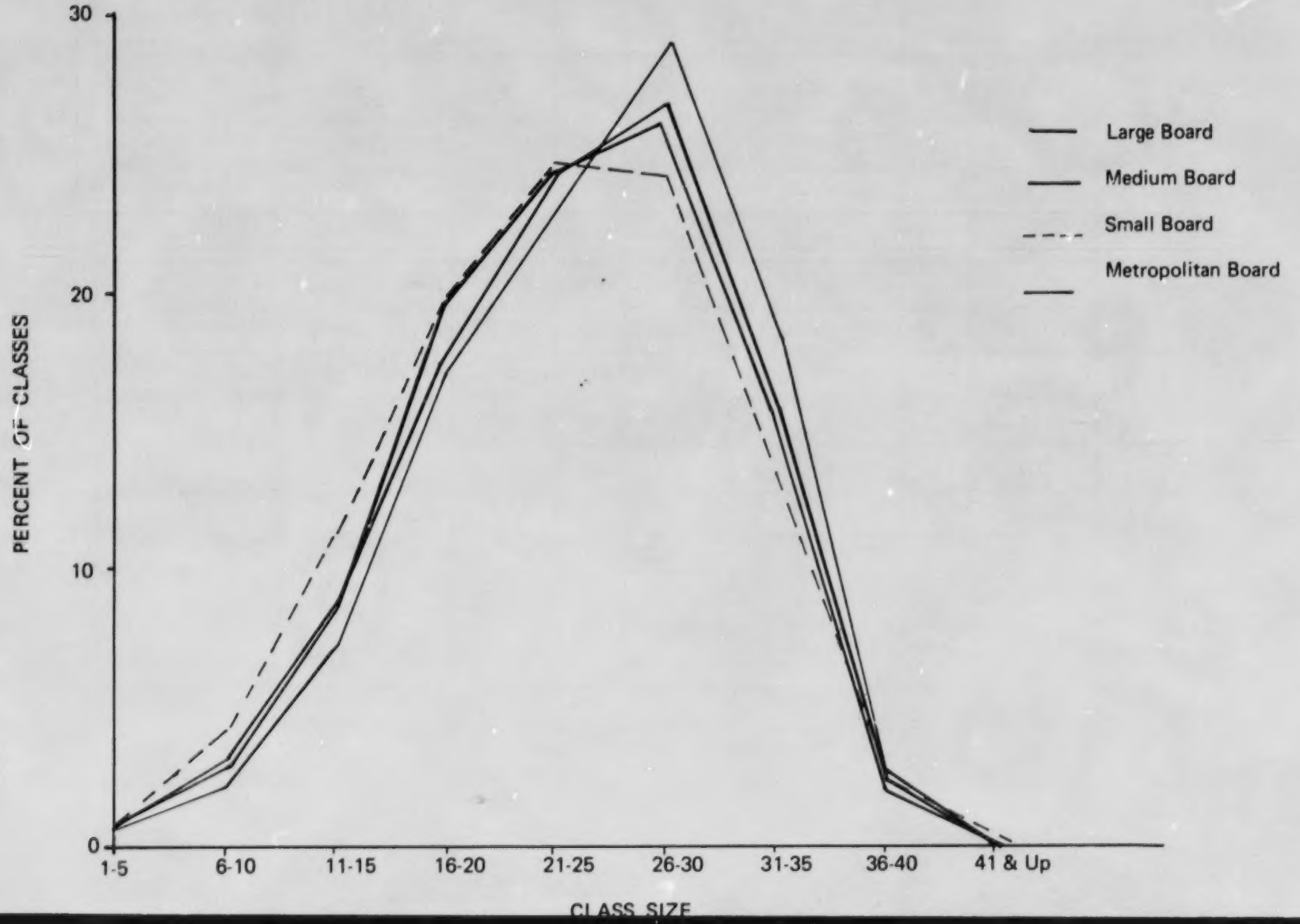

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TABLE 8.6

ONTARIO ELEMENTARY SCHOOLS, MAY 30, 1978,
NUMERICAL AND PERCENTAGE DISTRIBUTION OF CLASSES BY CLASS SIZE AND SCHOOL BOARD SIZE

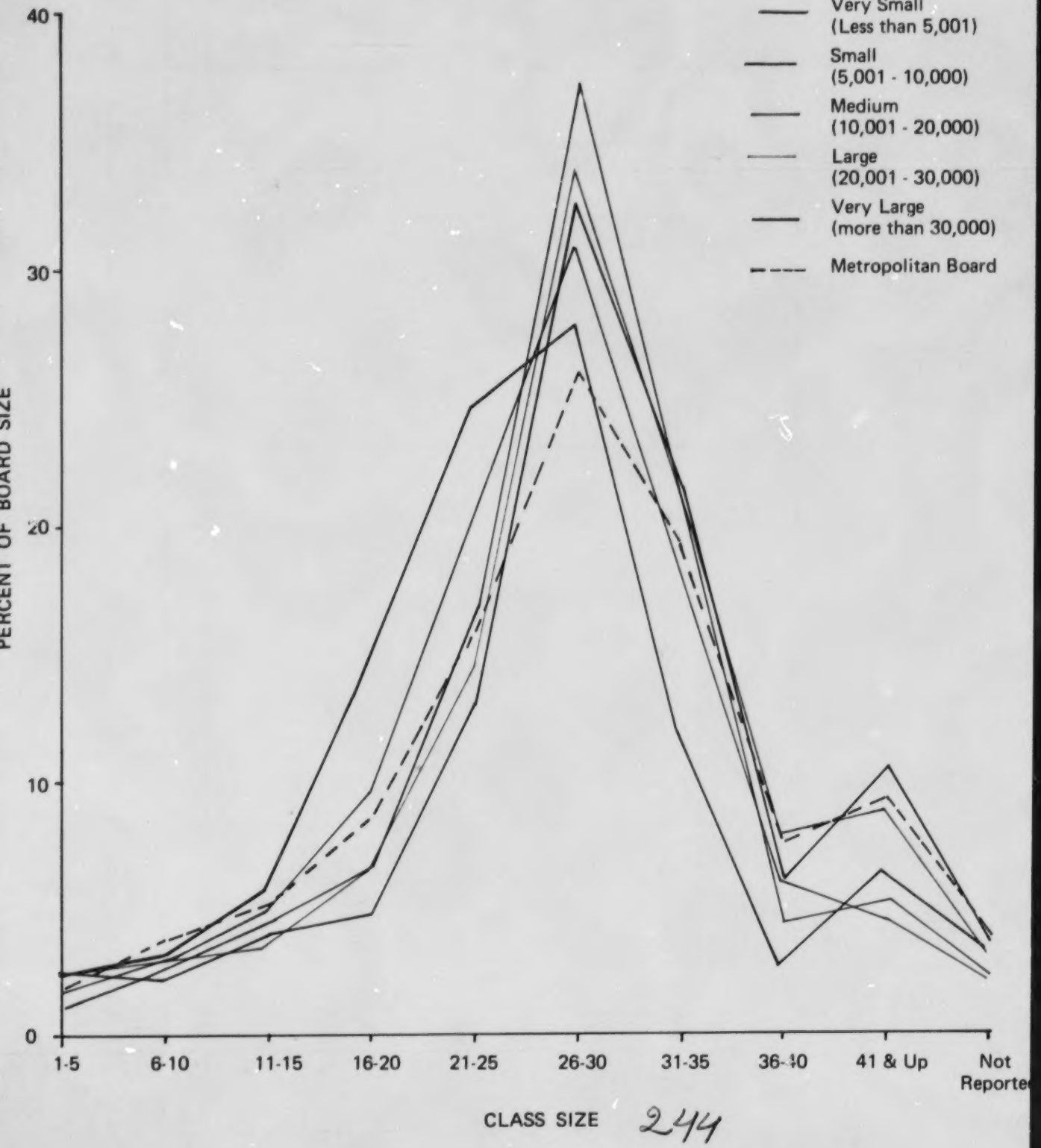
CLASS SIZE	SCHOOL BOARD SIZE										METRO BOARDS		ALL BOARDS[1]	
	VERY LARGE		LARGE		MEDIUM		SMALL		VERY SMALL					
	30,000 & MORE		20,001 TO 30,000		10,001 TO 20,000		5,001 TO 10,000		5,000 OR LESS					
	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
1-5	17	2.4	20	2.0	13	1.0	21	1.7	18	2.1	32	1.8	121	1.8
6-10	16	2.3	23	2.4	33	2.5	36	2.8	25	2.9	66	3.7	199	2.9
11-15	27	3.9	30	3.1	54	4.2	60	4.9	46	5.4	92	5.1	309	4.5
16-20	33	4.7	59	6.0	86	6.6	116	9.4	122	14.3	151	8.4	567	8.3
21-25	89	12.7	136	13.9	216	16.6	251	20.4	207	24.3	283	15.7	1,182	17.3
26-30	227	32.5	323	33.1	481	37.1	378	30.7	235	27.6	466	25.9	2,110	30.7
31-35	150	21.5	203	20.8	263	20.3	219	17.8	100	11.7	344	19.1	1,279	18.6
36-40	42	6.0	73	7.5	56	4.3	73	5.9	21	2.5	133	7.4	398	5.8
41 & UP	73	10.4	82	8.4	68	5.2	54	4.4	52	6.1	166	9.2	495	7.2
NOT REPORTED	25	3.6	27	2.8	29	2.2	25	2.0	26	3.1	68	3.7	200	2.9
TOTAL	699	100.0	976	100.0	1,299	100.0	1,233	100.0	852	100.0	1,801	100.0	6,860	100.0
MEDIAN SIZE ESTIMATED	28.91		28.70		27.92		27.09		25.38		28.10		27.76	

[1]Excluding 25 cases not classified by school board size.

Source: Sample survey conducted by this Commission.

CHART 8.2

PERCENT DISTRIBUTION OF ONTARIO ELEMENTARY SCHOOL CLASSES, BY CLASS SIZE AND SIZE OF BOARD, SEPTEMBER 30, 1977



Elementary Schools, 1977

	Public	Separate	Total
Number of Teachers (full-time only)	39,395	17,377	56,772
Enrolment	907,777	421,619	1,329,396
Pupil-Teacher Ratio	23.04	24.26	23.42

Source: Education Statistics, Ontario, 1977, Ministry of Education (Table 5.30, pp. 76-77)

In every table showing the distribution of elementary school class sizes[1], we note that the vast majority of classes are considerably larger than the value of the PTR (public schools, 23.04; Roman Catholic separate schools, 24.26). More strikingly, nearly 4 of every 5 public school teachers in our survey had classes larger than the PTR figure. In terms of large classes alone, note that 679 of these public school teachers (13.8%) in Table 8.7 had classes of 36 or larger, and 1,581 or 32.2% (nearly one teacher out of every three) had classes of 31 pupils or more. Corresponding figures for separate schools are given in Table 8.8. For public and separate elementary schools, Table 8.6, the corresponding values are 893 (13.0%) and 2,172 (31.7%).

As in the case of secondary schools, it is clear that many classes are too large. They should be reduced to a size that gives some opportunity of realizing the goal of individualized instruction. This problem should be attacked directly, not by any "shotgun" approach through a "general" PTR.

Accordingly, I recommend:

In negotiations with school boards the teacher associations make elimination of large classes a first priority, making class size studies each year for elementary and secondary schools and working directly for a maximum size to be set instead of dealing with rather meaningless reductions of the average pupil-teacher ratio.

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[1]A detailed report for elementary schools on class size related to numerous factors has been prepared and will be published separately.

TABLE 8.7

CLASS SIZE IN ONTARIO PUBLIC SCHOOLS BY REGION, MAY 30, 1978[1]

NUMBER OF PUPILS IN CLASS	REGION									ALL REGIONS
	CENTRAL	EASTERN	MID NORTHERN	MID WESTERN	NORTH EASTERN	NIAGARA	NORTH WESTERN	OTTAWA VALLEY	WESTERN	
01 TO 05	35 1.8%	6 1.5%	2 1.2%	10 1.6%	3 1.9%	10 2.1%	5 3.0%	13 3.3%	7 1.2%	91 1.9%
06 TO 10	71 3.6	11 2.8	5 2.9	12 1.9	5 3.1	12 2.6	4 2.4	11 2.8	12 2.1	143 2.9
11 TO 15	82 4.2	15 3.8	11 6.4	32 5.2	6 3.8	24 5.1	14 8.5	18 4.5	24 4.3	226 4.6
16 TO 20	146 7.4	25 6.3	18 10.4	40 6.5	21 13.1	29 6.2	21 12.8	29 7.3	37 6.6	366 7.4
21 TO 25	282 14.3	81 20.3	34 19.6	87 14.1	42 26.3	75 16.1	40 24.4	68 17.2	97 17.2	806 16.4
26 TO 30	549 27.8	157 39.2	56 32.3	244 39.4	41 25.5	159 34.0	47 28.8	109 27.5	208 36.9	1,570 31.9
31 TO 35	384 19.4	66 16.5	28 16.2	106 17.1	22 13.8	103 22.1	18 11.0	70 17.7	105 18.8	902 18.4
36 TO 40	141 7.1	18 4.5	6 3.5	34 5.5	4 2.5	15 3.2	5 3.0	38 9.6	39 6.9	300 6.1
41 & OVER	214 10.8	13 3.3	8 4.6	38 6.1	16 10.0	28 6.0	8 4.9	29 7.3	25 4.4	379 7.7
NOT REPORTED	71 3.6	7 1.8	5 2.9	16 2.6	0 0.0	12 2.6	2 1.2	11 2.8	9 1.6	133 2.7
TOTAL	1,975 100.0	399 100.0	173 100.0	619 100.0	160 100.0	467 100.0	164 100.0	396 100.0	563 100.0	4,916 100.0

[1] At this date only 6 regions existed, but the anlaysis was done on the basis of the system of 9 regions of the previous year.

Source: Sample survey conducted by this Commission.

TABLE 8.8

CLASS SIZE IN ONTARIO ROMAN CATHOLIC SEPARATE SCHOOLS BY REGION, MAY 30, 1978[1]

NUMBER OF PUPILS IN CLASS	REGION									ALL REGIONS
	CENTRAL	EASTERN	MID NORTHERN	MID WESTERN	NORTH EASTERN	NIAGARA	NORTH WESTERN	OTTAWA VALLEY	WESTERN	
01 TO 05	11 1.8%	2 3.4%	2 2.5%	4 2.1%	2 1.4%	2 0.8%	3 3.4%	3 1.0%	2 0.9%	31 1.6%
06 TO 10	15 2.5	2 3.4	2 2.5	7 3.7	5 3.5	10 3.9	1 1.1	8 2.8	5 2.2	55 2.8
11 TO 15	24 3.9	2 3.4	2 2.5	7 3.7	8 5.7	9 3.5	3 3.4	18 6.3	6 2.6	79 4.1
16 TO 20	41 6.7	2 3.4	11 13.8	26 13.8	18 12.8	22 8.7	9 10.2	49 17.1	25 10.9	203 10.5
21 TO 25	91 14.9	13 22.5	22 27.5	32 16.9	35 24.8	62 24.4	19 21.6	82 28.8	28 12.2	384 19.8
26 TO 30	157 25.7	21 36.3	22 27.5	52 27.5	39 27.7	76 29.9	19 21.6	69 24.1	72 31.5	527 27.3
31 TO 35	165 27.1	9 15.5	14 17.4	31 16.4	15 10.6	36 14.2	13 14.9	28 9.8	65 28.4	376 19.4
36 TO 40	47 7.7	1 1.7	0 0.0	3 1.6	5 3.5	19 7.5	3 3.4	8 2.8	11 4.8	97 5.0
41 & OVER	34 5.6	3 5.2	2 2.5	20 10.6	8 5.7	14 5.5	14 15.9	12 4.2	9 3.9	116 6.0
NOT REPORTED	25 4.1	3 5.2	3 3.8	7 3.7	6 4.3	4 1.6	4 4.5	9 3.1	6 2.6	67 3.5
TOTAL	610 100.0	58 100.0	80 100.0	189 100.0	141 100.0	254 100.0	88 100.0	286 100.0	229 100.0	1,935 100.0

[1] At this date only 6 regions existed, but the analysis was done on the basis of the system of 9 regions of the previous year.

Source: Sample survey conducted by this Commission.

I also recommend:

No further negotiations on the basis of the PTR alone be conducted by teachers or by boards.

Staff complements should be determined directly in light of needs, not through rigid application of a formula. I have attempted to cost out these recommendations but obviously we cannot do so without knowledge of the specific situations, which I do not have. It seems probable, however, that for the province as a whole the additional cost would not greatly exceed the savings accruing from the overall decline in enrolments.

8.2 Instructional Staff

I have treated separately teachers for elementary schools and for secondary, in part because their qualifications and salaries have differed so much. Under the new system of certification there would, of course, be no need to keep them separate in terms of the basic teaching certificate, but the associated document which would accompany each such certificate would, for many years, distinguish clearly between the two groups of teachers on the basis of academic and professional qualifications.

Before moving into the question of future demand, it will be helpful to provide a background of the years 1966 to 1978. Remember that the declines have been in effect in the elementary panel since 1971 whereas the decline in secondary schools is not likely to begin before September, 1979, at the earliest, except for a few school boards. The apparent changes in participation rates for students in secondary schools could result in the decline beginning this September, but we will not know until the figures for September 30, 1978, for the province as a whole, are compiled and released next spring.

The basic background data on secondary school teacher employment is provided in Table 8.9, being simple cross-classifications that show numbers of teachers and percentages, by age and sex of secondary school teachers from 1966 to 1978. I have presented the data by single years

TABLE 8.9

SECONDARY SCHOOL TEACHERS IN ONTARIO: STOCK OF TEACHERS BY SEX AND AGE

1966-78

YEAR	SEX	AGE IN YEARS																																TOTAL	
		20 OR LESS		21-24		25-29		30-34		35-39		40-44		45-49		50-54		55		56		57		58		59		60		61		62		63		64		65 OR MORE			
		NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
1966-67	MALE	0	0.0	1880	7.0	3961	34.9	3723	38.4	2385	15.1	1784	11.3	1384	7.6	1014	6.4	140	0.9	146	0.9	135	0.9	171	1.1	133	0.8	100	0.7	79	0.5	57	0.4	42	0.3	29	0.2	18	0.1	15814	100.0
	FEMALE	14	0.2	1886	24.8	1748	23.4	676	9.0	629	8.4	586	7.8	618	8.2	584	7.9	109	1.5	119	1.6	110	1.5	93	1.2	93	1.2	73	0.9	56	0.7	30	0.4	17	0.2	13	0.2	7	0.1	7480	100.0
	TOTAL	14	0.1	3958	13.1	5900	24.4	3899	16.7	3014	12.9	2370	10.2	1427	7.6	1600	6.9	249	1.1	265	1.1	246	1.1	264	1.1	226	1.0	179	0.8	135	0.6	95	0.4	79	0.3	61	0.3	32	0.1	23303	100.0
1967-68	MALE	0	0.0	1592	6.6	4672	35.3	3735	38.1	2830	15.2	2036	11.0	1433	7.8	1080	6.7	183	1.0	138	0.7	196	0.8	131	0.7	166	0.9	129	0.7	91	0.5	58	0.3	45	0.2	31	0.2	26	0.1	18467	100.0
	FEMALE	32	0.3	2827	28.5	2809	34.0	896	8.0	703	8.1	671	7.3	668	7.3	663	6.9	118	1.3	105	1.1	118	1.3	105	1.1	90	1.0	90	1.0	61	0.7	45	0.5	29	0.3	25	0.3	27	0.3	9934	100.0
	TOTAL	48	0.1	4419	15.2	6481	34.8	4631	16.3	3644	12.9	2706	9.8	2101	7.6	1723	6.2	301	1.1	243	0.9	273	1.0	236	0.9	255	0.9	219	0.8	152	0.5	103	0.4	74	0.3	56	0.2	53	0.2	27721	100.0
1968-69	MALE	1	0.0	1797	6.8	5002	35.0	4133	38.8	3064	15.0	2217	10.9	1622	8.0	1057	5.2	223	1.1	185	0.9	138	0.7	146	0.7	130	0.6	152	0.7	117	0.6	76	0.4	54	0.3	48	0.2	33	0.2	20383	100.0
	FEMALE	20	0.2	2718	27.5	2564	25.9	908	9.2	756	7.7	727	7.4	703	7.1	647	6.6	102	1.0	114	1.2	105	1.1	111	1.1	108	1.1	87	0.9	76	0.8	49	0.5	38	0.4	30	0.3	19	0.2	9870	100.0
	TOTAL	21	0.1	4513	14.9	7646	29.3	5181	17.0	3820	12.6	2944	9.7	2325	7.7	1704	5.6	325	1.1	299	0.7	244	0.8	257	0.8	238	0.8	239	0.8	193	0.6	125	0.4	92	0.3	78	0.3	52	0.2	30253	100.0
1969-70	MALE	6	0.0	1371	6.5	5305	35.3	4624	21.8	3098	15.6	2330	11.0	1777	8.4	1078	5.1	217	1.0	215	1.0	173	0.8	130	0.6	138	0.7	119	0.6	133	0.6	88	0.4	58	0.3	42	0.2	31	0.1	21181	100.0
	FEMALE	13	0.1	2969	22.7	2915	29.2	1011	10.1	759	7.6	779	7.8	730	7.3	641	6.4	136	1.3	106	1.1	118	1.2	100	1.0	102	1.0	88	0.9	74	0.9	61	0.6	38	0.4	29	0.3	17	0.2	9975	100.0
	TOTAL	17	0.1	3640	11.7	8870	29.5	5635	18.1	4057	13.0	3109	10.0	2507	8.0	1719	5.5	353	1.1	321	1.0	289	0.9	230	0.7	240	0.8	207	0.7	206	0.7	149	0.5	96	0.3	71	0.2	48	0.2	31156	100.0
1970-71	MALE	2	0.0	577	4.1	5114	34.3	4749	22.6	3380	16.0	2402	11.9	1888	9.0	1329	5.4	193	0.9	206	1.0	204	1.0	170	0.8	122	0.6	137	0.7	109	0.5	113	0.5	66	0.3	61	0.2	28	0.2	21034	100.0
	FEMALE	5	0.1	1793	18.9	2981	31.2	1015	10.7	705	7.4	793	8.4	724	7.6	632	6.7	125	1.3	118	1.2	97	1.0	109	1.1	94	1.0	95	1.0	72	0.8	61	0.6	47	0.5	39	0.4	20	0.2	9494	100.0
	TOTAL	7	0.0	2665	8.7	8095	26.5	5764	18.9	4070	13.4	3195	10.8	2606	8.5	1960	5.8	318	1.0	324	1.1	301	1.0	279	0.9	216	0.1	232	0.8	179	0.6	174	0.6	113	0.4	73	0.2	61	0.2	30528	100.0
1971-72	MALE	1	0.0	467	2.1	4872	32.6	5192	24.1	3655	17.0	2729	12.7	1998	9.3	1255	5.8	201	0.9	198	0.9	201	0.9	199	0.9	157	0.7	180	0.8	108	0.5	93	0.4	74	0.3	49	0.2	29	0.1	21547	100.0
	FEMALE	2	0.0	1176	12.3	3380	35.2	1198	12.4	826	8.4	829	8.5	712	7.4	656	6.8	113	1.2	107	1.1	116	1.2	101	1.1	92	1.0	77	0.8	76	0.8	58	0.6	46	0.5	33	0.3	20	0.2	9596	100.0
	TOTAL	3	0.0	1633	5.2	8252	26.5	6388	20.5	4481	14.3	3648	11.4	2710	8.7	1911	6.1	314	1.0	312	1.0	317	1.0	300	1.0	249	0.8	257	0.8	184	0.6	151	0.6	120	0.4	82	0.3	49	0.2	31143	100.0
1972-73	MALE	1	0.0	241	1.1	4143	19.6	5298	25.1	3796	18.0	2870	13.6	2044	9.7	1403	6.7	175	0.8	195	0.9	175	0.8	183	0.9	164	0.8	135	0.6	73	0.3	66	0.3	40	0.2	31	0.1	21	0.1	21086	100.0
	FEMALE	3	0.0	567	6.4	3186	36.0	1286	14.6	768	8.9	772	8.9	702	8.1	633	7.3	104	1.2	108	1.2	111	1.3	98	1.1	73	0.8	72	0.8	53	0.6	51	0.6	37	0.4	31	0.4	15	0.2	8874	100.0
	TOTAL	4	0.0	798	2.3	7330	24.7	6578	22.1	4564	15.3	3642	12.2	2746	9.2	2036	6.8	283	1.3	303	1.0	286	1.0	281	0.9	237	0.8	207	0.7	126	0.4	117	0.4	77	0.3	62	0.3	36	0.1	29679	100.0
1973-74	MALE	1	0.0	203	0.9	4231	18.8	5690	25.3	4296	19.1	3061	13.6	2197	9.8	1571	7.0	208	0.9	173	0.8	187	0.8	164	0.7	158	0.7	127	0.6	87	0.4	55	0.2	48	0.2	38	0.2	17	0.1	22518	100.0
	FEMALE	7	0.1	525	5.6	3500	37.2	1864	19.8	858	9.1	819	8.7	776	7.7	665	7.1	111	1.2	103	1.1	99	1.1	100	1.1	90	1.0	80	0.8	54	0.6	37	0.4	30	0.4	26	0.3	13	0.1	9387	100.0
	TOTAL	8	0.0	728	2.3	7731	24.2	7562	22.8	5154	16.1	3880	12.2	2973	9.2	2236	7.0	319	1.0	276	0.9	286	0.9	264	0.8	248	0.8	207	0.6	141	0.4	92	0.3	78	0.2	64	0.2	30	0.1	31915	100.0
1974-75	MALE	1	0.0	67	0.3	3211	14.6	5622	25.6	4620	20.6	3212	14.7	2236	10.2	1713	7.8	238	1.1	197	0.9	180	0.7	171	0.8	145	0.7	141	0.6	108	0.5	68	0.3	47	0.2	44	0.2	18	0.1	21939	100.0
	FEMALE	3	0.0	221	2.5	2963	33.7	1764	20.1	897	10.2	780	8.9	763	8.7	669	7.6	111	1.3	105	1.2	68	1.0	90	1.0	87	1.0	84	1.0	53	0.6	45	0.5	31	0.3	31	0.4	15	0.2	8797	100.0
	TOTAL	4	0.0	288	0.9	6174	20.1	7386	24.0	5417	17.6	3992	13.0	2999	9.8	2382	7.8	349	1.1	302	1.0	248	0.8	261	0.8	232	0.8	225	0.7	161	0.5	113	0.4	78	0.2	75	0.2	33	0.1	30736	100.0
1975-76	MALE	1	0.0	53	0.2	2382	11.0	5431	25.1	4760	22.0	3321	15.3	2430	11.2	1818	8.4	264	1.2	232	1.1	194	0.9	149	0.7	152	0.7	125	0.6	123	0.6	80	0.4	55	0.3	38	0.2	21	0.1	21645	100.0
	FEMALE	2	0.0	133	1.6	2433	28.7	1961	23.1	969	11.4	760	9.1	603	9.5	660	7.8	109	1.3	109	1.3	95	1.1	78	0.9	80	0.9	79	0.9	69	0.8	57	0.6	38	0.4	24	0.3	10	0.2	8475	100.0
	TOTAL	3	0.0	186	0.6	4815	16.0	7392	24.5	5729	19.0	4080	13.6	3233	10.7	2478	8.2	373	1.2	341	1.1	289	1.0	227	0.8	232	0.8	204	0.7	192	0.6	136	0.5	93	0.3	63	0.2	31	0.1	30120	100.0
1976-77	MALE	1	0.0	168	0.7	2524	10.9	5619	24.2	5120	22.0	3609	15.5	2644	11.5	1915	8.2	310	1.3	248	1.1	227	1.0	198	0.8	144	0.6	138	0.6	103	0.4	108	0.5	66	0.3	42	0.2	19	0.1	23279	100.0
	FEMALE	6	0.1	300	3.2	2566	28.4	2428	25.1	1178	12.2	845	8.7	843	8.7	667	6.9	136	1.4	119	1.1	102	1.1	93	1.0	75	0.8	68	0.7	69	0.7	52	0.5	38	0.4	28	0.3	17	0.2	9660	100.0
	TOTAL	7	0.0	477	1.5	5079	15.4	8047	24.5	6298	19.2	4454	13.7	3509	10.7	2578	7.8	446	1.4	365	1.1	329	1.0	292	0.9	220	0.7	206	0.6	172	0.5	160	0.5	104	0.3	70	0.2	36	0.1	32939	100.0
1977-78	MALE	1	0.0	85	0.4	1808	7.9	5295	23.1	5304	23.5	3788	16.5	2860	12.5	1962	8.6	339	1.5	295	1.3	229	1.0	208	0.9	164	0.7	117	0.5	119	0.5	85	0.4	63	0.4	57	0.2	19	0.1	22983	100.0
	FEMALE	6	0.1	186	2.0	1978	21.3	2644	28.4	1320	14.3	869	9.3	854	9.2	642	7.3	116	1.2	127	1.4	99	1.0	86	0.8	77	0.8	62	0.7	67	0.7	57	0.6	39	0.4	27	0.3	12	0.1	9301	100.0
	TOTAL	7	0.0	271	0.8	3786	11.7	7938	24.6	6722	20.9	4657	14.4	3714	11.5	2644	8.3	445	1.4	422	1.3	328	1.0	294	0.9	241	0.7	179	0.6	181	0.6	142	0.4	102	0.3	84	0.3	31	0.1	32279	100.0

Source: Annual computer files maintained by OSSTF.

of age from 55 to 64 and then lumped together those aged 65 or more (five-year age groups are used for the remaining sections). We have done this deliberately, as you would expect, because one means of relieving pressures on jobs (to prevent teachers being declared surplus or redundant, both horrible words with very unkind connotations) during the next 10 years is to encourage early retirements on a part-time or on a full-time basis. The figures give a fair idea of the extent of the relief which may be provided through early retirements, and I intend to support such a move in my recommendations. As I noted in my Second Interim Report, I commissioned two studies (Working Papers #7 and #26) of the Teacher's Supperannuation Fund, quite frankly to assess for myself the stability and actuarial soundness of the Fund and to gain some idea of the extent to which we could press forward with early retirements without jeopardizing its soundness. I was not willing to risk the long-term soundness of the pension plan for short-term relief in the form of early retirements, or partial retirements, seductive as such a move might prove to be. The results of my studies reveal that the Fund is undoubtedly the soundest in the province and not only can we ensure that present members can stop worrying about their basic pensions, but with early retirements we can do much to ensure the employment of younger teachers, who will help support the Fund through their contributions. As will be shown later, if greater use is made of the 90 factor in retirement and the pensions are supplemented through annuities, the amount of relief which can be provided at the secondary level in particular through early retirement is substantial.

Some indication of the effect of the 90 factor on secondary schools can be secured from a study of Table 8.10. Later we show a more informative and helpful breakdown of those with 9 or more years of experience, again separately by sex since the numbers and percentages by sex differ markedly. The experience data of Table 8.10 does, of course, reflect the age distributions of Table 8.9, and it is clear that, later, large numbers of teachers will be retiring within a few years of each other (the Teacher Bust will be a reflection of the Baby Bust).

Tables 8.11, 8.12, 8.13 and 8.14 give further data on the secondary school teachers: by sex and qualifications, sex and degree, sex and

TABLE 8.10

SECONDARY SCHOOL TEACHERS IN ONTARIO: STOCK OF TEACHERS BY SEX AND EXPERIENCE, 1966-78

YEAR	SEX	EXPERIENCE (YEARS) 0		1		2		3		4		5		6		7		8		9 OR MORE		TOTAL	
		NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
1966-67	MALE	2707	16.2	2172	13.0	1625	9.7	1698	10.1	1409	8.4	910	5.4	752	4.5	724	4.3	573	3.4	4168	24.9	16738	100.0
	FEMALE	2015	24.0	1428	17.0	1007	12.0	823	9.8	532	6.3	377	4.5	251	3.0	220	2.6	209	2.5	1540	18.3	8402	100.0
	TOTAL	4722	18.8	3600	14.3	2632	10.5	2521	10.0	1941	7.7	1287	5.1	1003	4.0	944	3.8	782	3.1	5708	22.7	25140	100.0
1967-68	MALE	3028	16.2	2365	12.6	2010	10.7	1520	8.1	1619	8.6	1363	7.3	890	4.8	736	3.9	697	3.7	4502	24.0	18730	100.0
	FEMALE	2144	22.8	1659	17.6	1216	12.9	867	9.2	692	7.4	474	5.0	298	3.2	223	2.4	208	2.2	1624	17.3	9405	100.0
	TOTAL	5172	18.4	4024	14.3	3226	11.5	2387	8.5	2311	8.2	1837	6.5	1188	4.2	959	3.4	905	3.2	6126	21.4	28135	100.1
1968-69	MALE	2924	14.2	2683	13.1	2155	10.5	1886	9.2	1450	7.1	1556	7.6	1314	6.4	864	4.2	712	3.5	4996	24.3	20540	100.0
	FEMALE	2014	20.0	1779	17.6	1408	14.0	1056	10.5	705	7.0	568	5.6	430	4.3	261	2.6	197	2.0	1675	16.6	10093	100.0
	TOTAL	4938	16.1	4462	14.6	3563	11.6	2942	9.6	2155	7.0	2124	6.9	1744	5.7	1125	3.7	909	3.0	6671	21.8	30633	100.0
1969-70	MALE	2789	12.6	2628	11.9	2493	11.2	2036	9.2	1803	8.1	1397	6.3	1517	6.8	1270	5.7	839	3.8	5401	24.4	22173	100.0
	FEMALE	2003	18.5	1749	16.1	1540	14.2	1170	10.8	898	8.3	602	5.6	509	4.7	382	3.5	242	2.2	1738	16.0	10833	100.0
	TOTAL	4792	14.5	4377	13.3	4033	12.2	3206	9.7	2701	8.2	1999	6.1	2026	6.1	1652	5.0	1081	3.3	7139	21.6	33006	100.0
1970-71	MALE	1989	8.7	2311	10.1	2427	10.6	2340	10.2	1940	8.5	1745	7.6	1366	6.0	1479	6.5	1240	5.4	6011	26.3	22848	100.0
	FEMALE	1724	15.6	1553	14.1	1515	13.8	1329	12.1	1005	9.1	766	7.0	517	4.7	454	4.1	342	3.1	1812	16.4	11017	100.0
	TOTAL	3713	11.0	3864	11.4	3942	11.6	3669	10.8	2945	8.7	2511	7.4	1883	5.6	1933	5.7	1582	4.7	7823	23.1	33865	100.0
1971-72	MALE	1608	6.9	1745	7.5	2061	8.8	2344	10.0	2253	9.6	1909	8.2	1701	7.3	1337	5.7	1456	6.2	6959	29.8	23373	100.0
	FEMALE	1380	12.3	1531	13.6	1303	11.6	1377	12.3	1180	10.5	890	7.9	694	6.2	469	4.2	423	3.8	1993	17.7	11240	100.0
	TOTAL	2988	8.6	3276	9.5	3364	9.7	3721	10.8	3433	9.9	2799	8.1	2395	6.9	1806	5.2	1879	5.4	8952	25.9	34613	100.0
1972-73	MALE	2583	11.0	94	0.4	1686	7.2	1975	8.4	2229	9.5	2170	9.2	1838	7.8	1667	7.1	1306	5.5	7997	34.0	23545	100.0
	FEMALE	2096	19.4	80	0.7	1351	12.5	1133	10.5	1200	11.1	1009	9.4	768	7.1	590	5.5	423	3.9	2128	19.7	10778	100.0
	TOTAL	4679	13.6	174	0.5	3037	8.8	3108	9.1	3429	10.0	3179	9.3	2606	7.6	2257	6.6	1729	5.0	10125	29.5	34323	100.0
1973-74	MALE	945	4.0	1303	5.5	1170	5.0	1600	6.8	1872	7.9	2173	9.2	2126	9.0	1804	7.6	1651	7.0	8970	38.0	23614	100.0
	FEMALE	820	7.8	1004	9.5	964	9.2	1182	11.2	1015	9.6	1042	9.9	904	8.6	704	6.7	538	5.1	2350	22.3	10523	100.0
	TOTAL	1765	5.2	2307	6.8	2134	6.3	2782	8.1	2887	8.5	3215	9.4	3030	8.9	2508	7.3	2189	6.4	11320	33.2	34137	100.0
1974-75	MALE	1123	4.7	850	3.6	1210	5.1	1098	4.6	1546	6.5	1788	7.5	2083	8.7	2050	8.6	1763	7.4	10295	43.2	23806	100.0
	FEMALE	1039	9.8	714	6.7	914	8.6	864	8.2	1069	10.1	941	8.9	926	8.7	831	7.8	633	6.0	2669	25.2	10600	100.0
	TOTAL	2162	6.3	1564	4.5	2124	6.2	1962	5.7	2615	7.6	2729	7.9	3009	8.7	2881	8.4	2396	7.0	12964	37.7	34406	100.0
1975-76	MALE	1221	5.0	1087	4.5	823	3.4	1167	4.8	1088	4.5	1491	6.1	1748	7.2	2040	8.4	2004	8.2	11730	48.1	24399	100.0
	FEMALE	1137	10.3	973	8.8	644	5.8	853	7.7	814	7.4	978	8.9	881	8.0	846	7.7	769	7.0	3116	28.3	11011	100.0
	TOTAL	2358	6.7	2060	5.8	1467	4.1	2020	5.7	1902	5.4	2469	7.0	2629	7.4	2886	8.2	2773	7.8	14846	41.9	35410	100.0
1976-77	MALE	1149	4.6	1101	4.4	1006	4.1	822	3.3	1138	4.6	1070	4.3	1462	5.9	1708	6.9	2003	8.1	13373	53.9	24832	100.0
	FEMALE	1055	9.4	980	8.7	902	8.0	601	5.3	792	7.0	754	6.7	921	8.2	813	7.2	793	7.0	3645	32.4	11256	100.0
	TOTAL	2204	6.1	2081	5.8	1908	5.3	1423	3.9	1930	5.3	1824	5.1	2383	6.6	2521	7.0	2796	7.7	17018	47.2	36088	100.0
1977-78	MALE	835	3.3	1020	4.1	1046	4.2	970	3.9	809	3.2	1123	4.5	1064	4.3	1446	5.8	1682	6.7	15033	60.1	25028	100.0
	FEMALE	784	6.9	934	8.2	902	8.0	853	7.5	575	5.1	760	6.7	715	6.3	859	7.6	773	6.8	4171	36.8	11326	100.0
	TOTAL	1619	4.5	1954	5.4	1948	5.4	1823	5.0	1384	3.8	1883	5.2	1779	4.9	2305	6.3	2455	6.8	19204	52.8	36354	100.0

Source: Annual computer files maintained by OSSTF.

TABLE 8.11

SECONDARY SCHOOL TEACHERS IN ONTARIO: STOCK OF TEACHERS BY SEX AND QUALIFICATION CATEGORY
1966-78

YEAR	SEX	CATEGORY										TOTAL	
		0 (1)		1		2		3		4			
		NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
1966-67	MALE	4,666	27.9	3,372	20.1	2,734	16.3	2,374	14.2	3,289	21.4	16,735	100.0
	FEMALE	3,517	41.9	1,597	19.0	1,220	14.5	737	8.8	1,331	15.8	8,402	100.0
	TOTAL	8,183	33.9	4,969	20.6	3,954	16.4	3,111	12.9	3,920	16.4	24,137	100.0
1967-68	MALE	6,212	33.2	3,133	16.7	2,840	15.2	2,664	14.2	3,878	20.7	18,727	100.0
	FEMALE	4,542	48.3	1,357	14.4	1,339	14.2	792	8.4	1,375	14.6	9,405	100.0
	TOTAL	10,754	38.2	4,490	16.0	4,179	14.9	3,456	12.3	5,253	18.7	28,132	100.1
1968-69	MALE	7,349	35.8	2,874	14.0	2,987	14.5	3,069	14.9	4,261	20.7	20,540	100.0
	FEMALE	5,247	52.0	1,192	11.8	1,419	14.1	849	8.4	1,386	13.7	10,093	100.0
	TOTAL	12,596	41.1	4,066	13.3	4,406	14.9	3,918	12.8	5,647	18.4	30,633	100.0
1969-70	MALE	7,728	34.9	2,782	12.5	3,428	15.5	3,402	15.3	4,833	21.8	2,2173	100.0
	FEMALE	5,522	51.0	1,164	10.7	1,719	15.9	945	8.7	1,483	13.7	10,833	100.0
	TOTAL	13,250	40.1	3,946	12.0	5,147	15.6	4,347	13.2	6,316	19.1	33,006	100.0
1970-71	MALE	8,507	37.2	2,679	11.7	3,465	15.2	3,166	13.9	5,031	22.0	22,848	100.0
	FEMALE	6,011	54.6	1,073	9.7	1,646	14.9	866	7.9	1,421	12.9	11,017	100.0
	TOTAL	14,518	42.9	3,752	11.1	5,111	15.1	4,032	11.9	6,452	19.1	33,865	100.0
1971-72	MALE	4,918	21.0	2,488	10.6	4,297	18.4	3,567	15.3	8,103	34.7	23,373	100.0
	FEMALE	3,636	32.3	1,142	10.2	2,846	25.3	1,148	10.2	2,468	22.0	11,240	100.0
	TOTAL	8,554	24.7	3,630	10.5	7,143	20.6	4,715	13.6	10,571	30.5	34,613	100.0
1972-73	MALE	5,032	21.4	2,336	9.9	4,354	18.5	3,433	14.6	8,390	35.6	23,545	100.0
	FEMALE	3,466	32.2	1,025	9.5	2,754	25.6	1,085	10.1	2,448	22.7	10,778	100.0
	TOTAL	8,498	24.8	3,361	9.8	7,108	20.7	4,518	13.2	10,838	31.6	34,323	100.0
1973-74	MALE	2,785	11.8	2,137	9.1	3,850	16.3	3,705	15.7	11,136	47.2	23,613	100.0
	FEMALE	2,026	19.3	953	9.1	2,966	28.2	1,332	12.7	3,246	30.8	10,523	100.0
	TOTAL	4,811	14.1	3,090	9.1	6,816	20.0	5,037	14.8	14,382	42.1	34,136	100.0
1974-75	MALE	2,729	11.5	1,946	8.2	3,489	14.7	3,732	15.7	11,910	50.9	23,806	100.0
	FEMALE	1,949	18.4	844	8.0	2,832	26.7	1,419	13.4	3,555	33.5	10,599	100.0
	TOTAL	4,678	13.6	2,790	8.1	6,321	18.4	5,151	15.0	15,465	44.9	34,405	100.0
1975-76	MALE	2,527	10.4	1,807	7.4	3,153	12.9	3,719	15.2	13,193	54.1	24,399	100.0
	FEMALE	1,705	15.5	729	6.6	2,782	25.3	1,655	15.0	4,139	37.6	11,010	100.0
	TOTAL	4,232	12.0	2,536	7.2	5,935	16.8	5,374	15.2	17,332	48.9	35,409	100.0
1976-77	MALE	2,231	9.0	1,773	7.1	3,044	12.3	3,708	14.9	14,075	56.7	24,831	100.0
	FEMALE	1,406	12.5	674	6.0	2,710	24.1	1,783	15.8	4,682	41.6	11,255	100.0
	TOTAL	3,637	10.1	2,447	6.8	5,754	15.9	5,491	15.2	18,757	52.0	36,086	100.0
1977-78	MALE	2,168	8.7	1,714	6.8	2,931	11.7	3,567	14.3	14,648	58.5	25,038	100.0
	FEMALE	1,350	11.9	605	5.3	2,558	22.6	1,821	16.1	4,991	44.1	11,325	100.0
	TOTAL	3,518	9.7	2,319	6.4	5,489	15.1	5,388	14.8	19,639	54.0	36,352	100.0

(1) Includes others and not reported.

Source: Annual computer files maintained by OSSTF.

TABLE 8.12

SECONDARY SCHOOL TEACHERS IN ONTARIO: STOCK OF TEACHERS BY SEX AND DEGREE
1966-77

YEAR	SEX	DEGREE								TOTAL	
		NO DEGREE*		BACHELOR		MASTER		DOCTRATE			
		NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
1966-67	MALE	3,809	22.8	11,708	69.9	1,177	7.0	44	0.3	16,738	100.0
	FEMALE	1,684	20.0	6,325	75.3	378	4.5	15	0.2	8,402	100.0
	TOTAL	5,493	21.8	18,033	71.7	1,555	6.2	59	0.2	25,140	100.0
1967-68	MALE	4,492	24.0	12,880	68.8	1,298	6.9	60	0.3	18,730	100.0
	FEMALE	1,879	20.0	7,067	75.1	439	4.7	20	0.2	9,405	100.0
	TOTAL	6,371	22.6	19,947	70.9	1,737	6.2	80	0.3	28,135	100.0
1968-69	MALE	4,770	23.2	14,236	69.3	1,460	7.1	74	0.4	20,540	100.0
	FEMALE	1,869	18.5	7,715	76.4	481	4.8	28	0.3	10,093	100.0
	TOTAL	6,639	21.7	21,951	71.7	1,941	6.3	102	0.3	30,633	100.0
1969-70	MALE	5,119	23.1	15,321	69.1	1,648	7.4	85	0.4	22,173	100.0
	FEMALE	2,079	19.2	8,156	75.3	550	5.1	48	0.4	10,833	100.0
	TOTAL	7,198	21.8	23,477	71.1	2,198	6.7	133	0.4	33,006	100.0
1970-71	MALE	5,064	22.2	15,848	69.4	1,849	8.1	87	0.4	22,848	100.0
	FEMALE	1,962	17.8	8,361	75.9	639	5.8	55	0.5	11,017	100.0
	TOTAL	7,026	20.7	24,209	71.5	2,488	7.3	142	0.4	33,865	99.9
1971-72	MALE	4,819	20.6	16,388	70.1	2,153	9.2	13	0.1	23,373	100.0
	FEMALE	1,809	16.1	8,744	77.8	670	6.0	17	0.2	11,240	100.0
	TOTAL	6,628	19.1	25,132	72.6	2,823	8.2	30	0.1	34,613	100.0
1972-73	MALE	4,594	19.5	16,556	70.3	2,371	10.1	24	0.1	23,545	100.0
	FEMALE	1,572	14.6	8,506	78.9	683	6.3	17	0.2	10,778	100.0
	TOTAL	6,166	18.0	25,062	73.0	3,054	8.9	41	0.1	34,323	100.0
1973-74	MALE	4,519	19.1	16,547	70.1	2,525	10.7	23	0.1	23,614	100.0
	FEMALE	1,513	14.4	8,322	79.1	672	6.4	16	0.2	10,523	100.0
	TOTAL	6,032	17.7	24,869	72.9	3,197	9.4	39	0.1	34,137	100.1
1974-75	MALE	4,325	18.2	16,717	70.2	2,737	11.5	26	0.1	23,805	100.0
	FEMALE	1,398	13.2	8,472	79.9	712	6.7	18	0.2	10,600	100.0
	TOTAL	5,723	16.6	25,189	73.2	3,449	10.0	44	0.1	34,405	100.0
1975-76	MALE	4,291	17.6	17,108	70.1	2,969	12.2	31	0.1	24,399	100.0
	FEMALE	1,298	11.8	8,914	81.0	780	7.1	19	0.2	11,011	100.0
	TOTAL	5,589	15.8	26,022	73.5	3,749	10.6	50	0.1	35,410	100.0
1976-77	MALE	4,204	16.9	17,353	69.9	3,245	13.1	30	0.1	24,832	100.0
	FEMALE	1,203	10.7	9,176	81.5	857	7.6	18	0.2	11,254	100.0
	TOTAL	5,407	15.0	26,529	73.5	4,102	11.4	48	0.1	36,086	100.0
1977-78	MALE	4,057	16.2	17,467	69.8	3,468	13.9	36	0.1	25,028	100.0
	FEMALE	1,013	8.9	9,361	82.7	933	8.2	19	0.2	11,326	100.0
	TOTAL	5,070	13.9	26,828	73.8	4,401	12.1	55	0.2	36,354	100.0

*Also includes those who did not report their academic qualifications.

Source: Annual computer files maintained by OSSTF.

TABLE 8.13

SECONDARY SCHOOL TEACHERS IN ONTARIO: STOCK OF TEACHERS BY SEX AND SALARY

1966-78

YEAR	SEX	SALARY																						TOTAL	
		5,999 OR LESS		6,000-7,999		8,000-9,999		10,000-11,999		12,000-13,999		14,000-15,999		16,000-17,999		18,000-19,999		20,000-21,000		22,000-23,999		24,000-25,999		26,000 OR MORE			
		NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
1966-67	MALE	1,345	8.1	5,878	35.3	4,530	27.2	2,676	16.1	1,567	9.4	432	2.6	225	1.4	5	0	0	0	0	0	0	0	0	0	16,658	100.0
	FEMALE	1,680	10.1	3,579	42.9	1,772	21.2	941	11.3	354	4.2	22	0.3	2	0.0	0	0	0	0	0	0	0	0	0	0	8,350	100.0
	TOTAL	3,025	12.1	9,457	37.8	6,302	25.2	3,617	14.5	1,921	7.7	459	1.8	277	0.9	5	0	0	0	0	0	0	0	0	0	25,008	100.0
1967-68	MALE	138	0.7	5.008	26.8	5,639	30.2	3,670	19.6	2,248	12.0	1,216	6.5	439	2.3	261	1.4	72	0.4	2	0	0	0	0	0	18,693	100.0
	FEMALE	304	3.2	4,352	46.5	2,386	25.5	1,273	13.6	756	8.1	276	2.9	17	0.2	3	0.0	1	0.0	0	0	0	0	0	0	9,368	100.0
	TOTAL	442	1.6	9,360	33.4	8,025	28.6	4,943	17.6	3,004	10.7	1,492	5.3	456	1.6	264	0.9	73	0.3	2	0	0	0	0	0	28,061	100.0
1968-69	MALE	66	0.3	4,252	20.7	6,158	30.0	4,443	21.7	2,616	12.8	1,846	9.0	626	3.1	292	1.4	207	1.0	8	0	1	0	0	0	20,515	100.0
	FEMALE	232	2.3	3,969	39.4	2,988	29.7	1,544	15.3	807	8.0	493	4.9	32	0.3	2	0.0	2	0.0	0	0	0	0	0	0	10,069	100.0
	TOTAL	298	1.0	8,221	26.9	9,146	29.9	5,987	19.6	3,423	11.2	2,339	7.6	658	2.2	294	1.0	209	0.7	8	0	1	0	0	0	30,584	100.0
1969-70	MALE	59	0.3	2,752	12.5	6,375	28.9	5,342	24.2	3,113	14.1	2,386	10.8	1,167	5.3	438	2.0	386	1.8	38	0.2	0	0	1	0	22,057	100.0
	FEMALE	233	2.2	2,817	26.3	3,697	34.5	2,113	19.7	890	8.3	761	7.1	185	1.7	15	0.1	3	0.0	0	0	0	0	0	0	10,714	100.0
	TOTAL	292	0.9	5,569	17.0	10,072	30.7	7,455	22.7	4,003	12.2	3,147	9.6	1,352	4.1	453	1.4	389	1.2	38	0.1	0	0	1	0	32,771	100.0
1970-71	MALE	34	0.1	1,496	6.6	5,516	24.2	5,391	23.7	4,055	17.8	2,905	12.8	2,115	9.3	709	3.1	286	1.3	261	1.1	0	0	0	0	22,768	100.0
	FEMALE	160	1.5	1,780	16.2	4,003	36.4	2,247	20.5	1,397	12.7	859	7.8	491	4.5	43	0.4	5	0.0	1	0.0	0	0	0	0	10,986	100.0
	TOTAL	194	0.6	3,276	9.7	9,519	28.2	7,638	22.6	5,452	16.2	3,764	11.2	2,606	7.7	752	2.2	291	0.9	262	0.8	0	0	0	0	33,754	100.0
1971-72	MALE	31	0.1	937	4.0	4,366	18.7	5,126	22.0	4,731	20.3	3,539	15.2	2,919	12.5	870	3.7	396	1.7	409	1.8	20	0.1	0	0	23,344	100.0
	FEMALE	209	1.9	1,260	11.2	3,603	32.2	2,492	22.2	1,879	16.8	942	8.4	699	6.2	101	0.9	17	0.2	3	0.0	0	0	0	0	11,205	100.0
	TOTAL	240	0.7	2,197	6.4	7,969	23.1	7,618	22.0	6,610	19.1	4,481	13.0	3,618	10.5	971	2.8	413	1.2	412	1.2	20	0.1	0	0	34,549	100.0
1972-73	MALE	34	0.2	390	2.2	3,222	14.3	4,310	19.1	4,907	21.8	3,423	15.2	3,456	15.3	1,703	7.6	489	2.2	373	1.7	97	0.4	18	0.1	22,522	100.0
	FEMALE	123	1.2	600	5.9	2,899	28.5	2,374	23.4	2,025	19.9	942	9.3	889	8.8	262	2.6	22	0.2	8	0.1	0	0	12	0.1	10,156	100.0
	TOTAL	157	0.5	1,090	3.3	6,121	18.7	6,684	20.5	6,932	21.2	4,365	13.4	4,345	13.4	1,965	6.0	511	1.6	382	1.2	97	0.3	30	0.1	32,678	100.0
1973-74	MALE	47	0.2	308	1.3	2,067	8.8	3,985	17.0	4,795	20.4	3,977	16.9	3,907	16.6	2,965	12.6	686	2.9	384	1.6	353	1.5	11	0.0	23,485	100.0
	FEMALE	172	1.7	401	3.8	2,082	20.0	2,628	25.2	2,098	20.1	1,408	13.5	1,011	9.7	543	5.2	51	0.5	16	0.2	5	0.0	3	0.0	10,418	100.0
	TOTAL	219	0.6	709	2.1	4,149	12.2	6,613	19.5	6,893	20.3	5,385	15.9	4,918	14.5	3,508	10.3	737	2.2	400	1.2	358	1.1	14	0.4	33,903	100.0
1974-75	MALE	22	0.1	205	0.9	965	4.2	2,681	11.5	3,613	15.5	4,654	20.0	3,420	14.7	3,799	16.3	2,534	10.9	730	3.1	257	1.1	365	1.6	23,245	100.0
	FEMALE	137	1.4	352	3.5	1,031	10.2	2,093	20.7	2,100	20.8	1,967	19.4	1,032	10.2	913	9.0	417	4.1	58	0.6	10	0.1	6	0.1	10,116	100.0
	TOTAL	159	0.5	557	1.7	1,996	6.0	4,774	14.3	5,713	14.3	6,621	19.8	4,452	13.3	4,712	14.1	2,951	8.8	788	2.4	267	0.8	371	1.1	33,361	100.0
1975-76	MALE	23	0.1	143	0.6	462	2.0	1,317	5.6	2,266	9.6	3,336	14.2	3,597	15.3	3,887	16.5	3,726	15.8	2,443	10.4	1,471	6.2	886	3.8	23,557	100.0
	FEMALE	112	1.1	369	3.6	639	6.2	1,240	12.1	1,724	16.8	1,890	18.4	1,490	14.5	1,307	12.8	835	8.1	422	4.1	186	1.8	33	0.3	10,247	100.0
	TOTAL	135	0.4	512	1.5	1,101	3.3	2,557	7.6	3,990	11.8	5,226	15.5	5,087	15.0	5,194	15.4	4,561	13.5	2,865	8.5	1,657	4.9	919	2.7	33,804	100.0
1976-77	MALE	13	0.1	11	0.0	46	0.2	365	1.6	821	3.6	1,491	6.6	2,343	10.4	3,105	13.7	3,255	14.4	3,726	16.5	3,931	17.4	3,496	15.5	22,603	100.0
	FEMALE	43	0.4	127	1.3	199	2.1	463	4.8	805	8.3	1,264	13.0	1,423	14.7	1,620	16.7	1,379	14.2	1,066	11.0	861	8.9	436	4.5	9,686	100.0
	TOTAL	56	0.2	138	0.4	245	0.8	828	2.6	1,626	5.0	2,755	8.5	3,766	11.7	4,725	14.6	4,634	14.4	4,792	14.8	4,792	14.8	3,932	12.2	32,289	100.0
1977-78	MALE	13	0.1	21	0.1	9	0.0	149	0.6	431	1.8	1,028	4.2	1,547	6.3	2,439	9.9	3,348	13.6	3,171	12.9	4,899	19.9	7,540	30.7	24,595	100.0
	FEMALE	35	0.3	95	0.9	202	1.9	277	2.6	532	4.9	992	9.2	1,313	12.2	1,466	13.6	1,852	17.2	1,367	12.7	1,543	13.5	1,187	11.0	10,771	100.0
	TOTAL	48	0.1	116	0.3	211	0.6	426	1.2	963	2.7	2,020	5.7	2,860	8.1	3,905	11.0	5,200	14.7	4,538	12.8	6,352	18.0	8,727	24.7	35,366	100.0

Source: Annual computer files maintained by OSSTF.

TABLE 8.14

SECONDARY SCHOOL TEACHERS IN ONTARIO: STOCK OF TEACHERS BY SEX AND RESPONSIBILITY, 1966-78

YEAR	SEX	POSITION																		TOTAL	
		PRINCIPAL		VICE-PRINCIPAL		CO-ORDINATOR		DIRECTOR		DEPARTMENT HEAD		ASSISTANT DEPARTMENT HEAD		SUBJECT CHAIRMAN		MASTER TEACHER		TEACHER			
		NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
1966-67	MALE	535	3.2	506	3.0	52	0.3	216	1.3	3194	19.1	0	0	0	0	0	0	12225	73.1	16728	
	FEMALE	8	0.1	9	0.1	12	0.1	22	0.3	872	10.4	0	0	0	0	0	0	7472	89.0	8395	100.0
	TOTAL	543	2.2	515	2.0	64	0.3	238	0.9	4066	16.2	0	0	0	0	0	0	19697	78.4	25123	100.0
1967-68	MALE	552	2.9	557	3.0	127	0.7	298	1.6	3428	18.3	0	0	0	0	0	0	13757	73.5	18719	100.0
	FEMALE	4	0.0	11	0.1	27	0.3	33	0.4	931	9.9	0	0	0	0	0	0	8390	89.3	9396	100.0
	TOTAL	556	2.0	568	2.0	154	0.5	331	1.2	4359	15.5	0	0	0	0	0	0	22147	78.8	28115	100.0
1968-69	MALE	559	2.7	607	3.0	181	0.9	385	1.9	3750	18.3	1186	5.6	0	0	0	0	13866	67.5	20534	100.0
	FEMALE	7	0.1	13	0.1	36	0.4	40	0.4	955	9.5	387	3.8	0	0	0	0	8650	85.7	10088	100.0
	TOTAL	566	1.8	620	2.0	217	0.7	425	1.4	4705	15.4	1573	5.1	0	0	0	0	22516	73.5	30622	100.0
1969-70	MALE	569	2.6	658	3.0	196	0.9	427	1.9	4034	18.2	1667	7.5	66	0.3	0	0	14543	65.6	22160	100.0
	FEMALE	7	0.1	19	0.2	46	0.4	38	0.4	1014	9.4	527	4.9	26	0.2	0	0	9143	84.5	10820	100.0
	TOTAL	576	1.7	677	2.1	242	0.7	465	1.4	5048	15.3	2194	6.7	92	0.3	0	0	23686	71.8	32980	100.0
1970-71	MALE	586	2.5	698	3.1	165	0.7	461	2.0	4196	18.4	1879	8.2	160	0.7	8	0	14703	64.4	22838	100.0
	FEMALE	8	0.1	20	0.2	25	0.2	42	0.4	1051	9.5	555	5.0	79	0.7	2	0	9224	83.4	11006	100.0
	TOTAL	594	1.8	718	2.1	190	0.6	503	1.5	5247	15.5	2434	7.2	239	0.7	10	0	23927	70.7	33844	100.0
1971-72	MALE	572	2.4	704	3.0	154	0.7	475	2.0	4281	18.3	2048	8.8	228	1.0	18	0.1	14883	63.7	23363	100.0
	FEMALE	9	0.1	25	0.2	26	0.2	39	0.3	1023	9.1	613	5.5	122	1.1	6	0.1	9370	83.4	11233	100.0
	TOTAL	581	1.7	729	2.1	180	0.5	514	1.5	5304	15.3	2661	7.7	350	1.0	24	0.1	24253	70.1	34596	100.0
1972-73	MALE	576	2.4	716	3.0	174	0.7	510	2.2	4301	18.3	2093	8.9	320	1.4	18	0.1	14829	63.0	23537	100.0
	FEMALE	10	0.1	29	0.3	31	0.3	43	0.4	1010	9.4	643	6.0	143	1.3	9	0.1	8850	82.2	10768	100.0
	TOTAL	586	1.7	745	2.2	205	0.6	553	1.6	5311	15.5	2736	8.0	463	1.3	27	0.1	23679	69.0	34305	100.0
1973-74	MALE	578	2.4	720	3.0	183	0.8	509	2.2	4341	18.4	2166	9.2	319	1.4	20	0.1	14771	62.6	23607	100.0
	FEMALE	10	0.1	31	0.3	22	0.2	37	0.4	988	9.4	652	6.2	139	1.3	2	0.0	8634	82.1	10515	100.0
	TOTAL	588	1.7	751	2.2	205	0.6	546	1.6	5329	15.6	2818	8.3	458	1.3	22	0.1	23405	68.6	34122	100.0
1974-75	MALE	575	2.4	722	3.0	205	0.9	512	2.2	4355	18.3	2227	9.4	332	1.4	17	0.1	14852	62.4	23797	100.0
	FEMALE	13	0.1	32	0.3	32	0.3	33	0.3	1019	9.6	671	6.3	152	1.4	3	0.0	8639	81.5	10594	100.0
	TOTAL	588	1.7	754	2.2	237	0.7	545	1.6	5374	15.6	2898	8.4	484	1.4	20	0.1	23491	68.3	34391	100.0
1975-76	MALE	571	2.3	736	3.0	221	0.9	511	2.1	4487	18.4	2293	9.4	329	1.3	18	0.1	15228	62.4	24394	100.0
	FEMALE	12	0.1	40	0.4	45	0.4	35	0.3	1084	9.8	712	6.5	147	1.3	4	0.0	8927	81.1	11006	100.0
	TOTAL	583	1.6	776	2.2	266	0.8	546	1.5	5571	15.7	3005	8.5	476	1.3	22	0.1	24155	68.2	35400	100.0
1976-77	MALE	572	2.3	751	3.0	231	0.9	494	2.0	4524	18.2	2180	8.8	323	1.3	12	0.0	15741	63.4	24828	100.0
	FEMALE	12	0.1	41	0.4	47	0.4	33	0.3	1124	10.0	663	5.9	143	1.3	5	0.0	9181	81.6	11249	100.0
	TOTAL	584	1.6	792	2.2	278	0.8	527	1.5	5648	15.7	2843	7.9	466	1.3	17	0.0	24922	69.1	36077	100.0
1977-78	MALE	573	2.3	764	3.1	252	1.0	476	1.9	4565	18.2	2180	8.7	329	1.3	14	0.1	15871	63.4	25024	100.0
	FEMALE	16	0.1	49	0.4	52	0.5	31	0.3	1133	10.0	675	6.0	145	1.3	4	0.0	9216	81.4	11321	100.0
	TOTAL	589	1.6	813	2.2	304	0.8	507	1.4	5698	15.7	2855	7.9	474	1.3	18	0.0	25087	69.0	36345	100.0

Source: Annual computer files maintained by OSSTF.

salary, and sex and responsibility or position category. The shift in levels of salaries is quite evident in Table 8.13.

Equivalent data for elementary schools has been given in Tables 8.15 (not as detailed as Table 8.9) to 8.18 inclusive. The picture is generally the same, of course, but the teachers are younger and consequently the relief possible from early retirement is somewhat less. Still, much can be done to relieve the pressures. The dangers of the present situation, as well as some of the corrective actions which simply must be taken for the health of the school system and to preserve the morale of the teachers now in the profession, are clearly stated in the Commission's Working Paper #12 by Hunt and Hunt. It is clear that for the next 10 to 15 years there will not be many changes among the permanent staff, in the sense of adding young teachers on other than short-term appointments or in supply-teaching positions, so that newly graduated teachers will continue to have great difficulty in securing positions.

In the chapter on Teacher Education I reported in detail on the rather sobering results of the Hansen FLEXOR Teacher Education Computer Model study of teacher demand. I have also had prepared, in the Department of Educational Planning at OISE, a number of other tables on teacher demand, for the province as a whole and for the major subjects for secondary schools. Tables 8.19 and 8.20 give the picture of the future of teacher demand as we see it, in light of the enrolment projections presented in an earlier chapter. They show for 1978 to 2001, by each year for the province as a whole, the projected demand for teachers in elementary and secondary schools separately. But first, let us look at the following table:

Year	Public School Enrolment	Number of Teachers		Pupil-Teacher Ratios	
		Total Teachers	Classroom Teachers	Total Teachers	Classroom Teachers
1971	1,034,703	41,583	N/A	24.88	N/A
1972	1,022,935	41,163	35,350	24.85	28.94
1973	998,668	39,803	34,440	25.09	29.00
1974	977,545	39,748	34,514	24.59	28.32
1975	961,625	40,711	33,603	23.62	28.62
1976	937,292	40,464	33,315	23.16	28.13
1977	907,777*	40,559*	32,768	22.38	27.70

*Education Statistics Ontario, 1977, Ministry of Education, pp. 41, 78.

TABLE 8.15

ELEMENTARY SCHOOL TEACHERS IN ONTARIO: STOCK OF TEACHERS BY SEX AND AGE, 1972-78

YEAR	SEX	AGE IN YEARS																TOTAL	
		19 & UNDER		20-29		30-39		40-49		50-59		60-65		66+		NOT REPORTED			
		NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
1972-73	MALE	16	0.09	8,993	50.20	6,014	33.58	1,887	10.54	812	4.53	166	0.93	1	0.01	21	0.12	17,910	100.0
	FEMALE	242	0.57	24,436	57.09	8,409	19.64	4,929	11.51	3,747	8.75	976	2.28	10	0.02	60	0.14	42,809	100.0
	TOTAL	258	0.42	33,429	55.06	14,423	23.75	6,816	11.23	4,559	7.51	1,142	1.88	11	0.02	81	0.13	60,719	100.0
1973-74	MALE	10	0.05	8,505	46.45	6,731	36.76	2,128	11.62	765	4.18	135	0.74	2	0.01	35	0.19	18,311	100.0
	FEMALE	107	0.26	22,542	54.47	9,062	21.89	5,142	12.42	3,505	8.47	879	2.12	5	0.01	148	0.36	41,390	100.0
	TOTAL	117	0.20	31,047	52.00	15.793	26.45	7,270	12.18	4,270	7.15	1,014	1.70	7	0.01	183	0.31	59,701	100.0
1974-75	MALE	14	0.07	9,067	48.43	6,684	35.70	2,139	11.42	703	3.75	84	0.45	0	-	34	0.18	18,725	100.0
	FEMALE	168	0.41	22,276	54.38	9,395	22.93	5,199	12.69	3,206	7.83	610	1.49	6	0.01	108	0.26	49,968	100.0
	TOTAL	182	0.30	31,343	52.51	16,079	26.94	7,338	12.29	3,909	6.55	694	1.16	6	0.01	142	0.24	59,693	100.0
1975-76	MALE	33	0.17	9,982	50.50	6,660	33.70	2,156	10.91	669	3.39	74	0.37	0	-	189	0.96	19,763	100.0
	FEMALE	423	1.02	22,913	55.34	9,363	22.61	5,170	12.49	2,986	7.21	452	1.09	1	-	101	0.24	41,409	100.0
	TOTAL	456	0.75	32,895	53.78	16,023	26.19	7,326	11.98	3,655	5.97	526	0.86	1	-	290	0.47	61,172	100.0
1976-77	MALE	3	0.01	7,413	36.74	8,681	43.01	2,912	14.43	913	4.52	139	0.69	2	0.01	120	0.59	20,183	100.0
	FEMALE	30	0.07	18,887	46.08	11,629	28.38	6,086	14.85	3,282	8.01	905	2.21	11	0.03	151	0.37	40,981	100.0
	TOTAL	33	0.05	26,300	43.00	20,310	33.21	8,998	14.71	4,195	6.86	1,044	1.71	13	0.02	271	0.44	61,164	100.0
1977-78	MALE	4	0.02	6,094	30.08	9,530	47.03	3,192	15.76	974	4.81	127	0.63	2	0.01	337	1.66	20,260	100.0
	FEMALE	25	0.06	16,250	40.80	12,824	32.20	6,339	15.91	3,298	8.28	817	2.05	6	0.02	271	0.68	39,830	100.0
	TOTAL	29	0.05	22,344	37.18	22,354	37.21	9,531	15.86	4,272	7.11	944	1.57	8	0.01	608	1.01	60,090	100.0

Source: Elementary Teacher Information Files, Ministry of Education.

TABLE 8.16

ELEMENTARY SCHOOL TEACHERS IN ONTARIO: STOCK OF TEACHERS BY SEX & EXPERIENCE, 1972-78

YEAR	SEX	EXPERIENCE (YEARS)															TOTAL	
		BEGINNERS		1-10		11-20		21-30		31-40		41-50		50+	NOT REPORTED			
		NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	NO.	%	NO.	%
1972-73	MALE	1,624	9.07	10,778	60.18	4,051	22.60	1,077	6.01	349	1.95	31	0.17	-	-	-	17,910	100.0
	FEMALE	3,254	7.60	27,777	64.89	7,731	18.06	2,957	6.91	998	2.33	91	0.21	-	1	0	42,809	100.0
	TOTAL	4,878	8.03	38,555	63.50	11,782	19.40	4,034	6.64	1,347	2.22	122	0.20	-	1	0	60,719	100.0
1973-74	MALE	870	4.75	10,854	59.28	4,952	27.04	1,288	7.03	323	1.76	24	0.13	-	-	-	18,311	100.0
	FEMALE	1,963	4.74	26,338	63.63	8,703	21.03	3,311	8.00	999	2.41	76	0.18	-	-	-	41,390	100.0
	TOTAL	2,833	4.75	37,192	62.30	13,655	22.87	4,599	7.70	1,322	2.21	100	0.17	-	-	-	59,701	100.0
1974-75	MALE	NOT AVAILABLE																
	FEMALE																	
	TOTAL																	
1975-76	MALE	1,628	8.24	10,518	53.22	5,708	28.88	1,602	8.11	273	1.38	34	0.17	-	-	-	19,763	100.0
	FEMALE	4,538	10.96	23,416	56.55	9,075	21.92	3,346	8.08	964	2.33	70	0.17	-	-	-	41,409	100.0
	TOTAL	6,166	10.08	33,934	55.47	14,783	24.17	4,948	8.09	1,237	2.02	104	0.17	-	-	-	61,172	100.0
1976-77	MALE	1,240	6.14	10,358	51.32	6,436	31.89	1,848	9.16	266	1.32	34	0.17	1	0	-	20,183	100.0
	FEMALE	3,207	7.83	23,028	56.19	10,086	24.61	3,615	8.82	973	2.37	72	0.18	-	-	-	40,981	100.0
	TOTAL	4,447	7.27	33,386	54.58	16,522	27.01	5,463	8.93	1,239	2.03	106	0.17	-	-	-	61,164	100.0
1977-78	MALE	713	3.52	10,573	52.21	6,677	23.96	1,996	9.85	274	1.35	22	0.11	-	-	-	20,260	100.0
	FEMALE	1,756	4.41	23,358	58.64	10,117	25.40	3,649	9.16	902	2.26	48	0.12	-	-	-	39,830	100.0
	TOTAL	2,469	4.11	33,936	56.48	16,794	27.95	5,645	9.39	1,176	1.96	70	0.12	-	-	-	60,090	100.0

Source: Elementary Teacher Information Files, Ministry of Education.

TABLE 8.17

ELEMENTARY SCHOOL TEACHERS IN ONTARIO: STOCK OF TEACHERS BY SEX AND QUALIFICATION, 1972-78

YEAR	SEX	ACADEMIC/PROFESSIONAL EDUCATION (YEARS BEYOND GRADE 12 OR YEAR 4)																NOT REPORTED		TOTAL	
		0		1		2		3		4		5		6		7+					
		NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
1972-73	MALE	44	0.25	579	3.23	3,832	21.40	2,381	13.29	2,900	16.19	5,526	30.85	1,278	7.14	1,281	7.15	89	0.50	17,910	100.0
	FEMALE	202	0.47	3,548	8.29	19,631	45.86	6,937	16.20	4,241	9.91	5,785	13.51	1,101	2.57	1,082	2.53	282	0.66	42,809	100.0
	TOTAL	246	0.41	4,127	6.80	23,463	38.63	9,318	15.35	7,141	11.76	11,311	18.63	2,379	3.92	2,363	3.89	371	0.61	60,719	100.0
1973-74	MALE	42	0.23	337	1.84	2,329	12.72	2,396	13.09	3,276	17.89	6,347	34.66	1,929	10.53	1,628	8.89	27	0.15	18,311	100.0
	FEMALE	162	0.39	2,520	6.09	15,929	38.50	8,304	20.06	4,970	12.01	6,943	16.77	1,400	3.38	1,086	2.62	76	0.18	41,390	100.0
	TOTAL	204	0.34	2,857	4.79	18,258	30.58	10,700	17.92	8,246	13.81	13,290	22.26	2,329	5.58	2,714	4.55	103	0.17	59,701	100.0
1974-75	MALE	31	0.17	249	1.33	1,622	8.66	2,064	11.02	3,201	17.09	7,081	37.82	2,487	13.28	1,986	10.61	4	0.02	18,725	100.0
	FEMALE	130	0.32	2,255	5.50	13,265	32.38	8,265	20.17	5,515	13.46	8,503	20.76	1,812	4.42	1,207	2.95	16	0.04	40,968	100.0
	TOTAL	161	0.27	2,504	4.19	14,887	24.94	10,329	17.31	8,716	14.60	15,584	26.11	4,299	7.20	3,193	5.35	20	0.03	59,693	100.0
1975-76	MALE	30	0.15	261	1.32	1,657	8.38	2,032	10.28	3,127	15.82	6,800	34.42	2,391	12.10	1,907	9.65	1,558	7.88	19,763	100.0
	FEMALE	118	0.28	1,981	4.78	12,138	29.31	7,581	18.31	5,085	12.28	7,746	18.71	1,664	4.02	1,133	2.74	3,963	9.57	41,409	100.0
	TOTAL	148	0.24	2,242	3.67	13,795	22.55	9,613	15.71	8,212	13.42	14,546	23.78	4,055	6.63	3,040	4.97	5,521	9.03	61,172	100.0
1976-77	MALE	50	0.25	249	1.23	1,590	7.88	1,969	9.76	3,103	15.37	6,871	34.05	2,542	12.59	1,892	9.37	1,917	9.50	20,183	100.0
	FEMALE	172	0.42	1,838	4.49	11,091	27.06	6,918	16.88	4,874	11.89	7,833	19.11	1,888	4.61	1,110	2.71	5,257	12.83	40,981	100.0
	TOTAL	222	0.36	2,087	3.41	12,681	20.73	8,887	14.53	7,977	13.04	14,704	24.05	4,430	7.24	3,002	4.91	7,174	11.73	61,164	100.0
1977-78	MALE	57	0.28	318	1.57	2,053	10.13	2,114	10.43	3,181	15.70	6,441	31.80	2,358	11.64	1,601	7.90	2,137	10.55	20,260	100.0
	FEMALE	197	0.49	2,036	5.11	11,552	29.01	6,249	15.69	4,259	10.69	6,962	17.49	1,833	4.60	985	2.47	5,757	14.45	39,830	100.0
	TOTAL	254	0.42	2,354	3.92	13,605	22.64	8,363	13.92	7,440	12.38	13,403	22.31	4,191	6.97	2,586	4.30	7,894	13.14	60,090	100.0

Source: Elementary Teacher Information Files, Ministry of Education.

TABLE 8.18

ELEMENTARY SCHOOL TEACHERS IN ONTARIO: STOCK OF TEACHERS BY SEX & SALARY
1972-78

YEAR	SEX	5,999 OR LESS		6,000-7,999		8,000-9,999		10,000-11,999		12,000-13,999		14,000-15,999		16,000-17,999		18,000-19,999		20,000-21,999		22,000-23,999		24,000+		NOT REPORTED		TOTAL	
		NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
1972-73	MALE	361	2.02	3,912	21.84	4,037	22.54	2,662	14.86	2,085	11.64	1,375	7.68	1,284	7.17	996	5.56	744	4.15	93	0.52	5	0.03	356	1.99	17,910	100.0
	FEMALE	1,574	5.68	16,426	58.57	14,756	34.47	5,413	12.64	2,437	5.69	602	1.41	312	0.73	110	0.26	49	0.11	3	0.01	0	--	1,127	2.63	42,809	100.0
	TOTAL	1,935	3.19	20,338	33.49	18,793	30.94	8,075	13.30	4,522	7.45	1,977	3.26	1,596	2.63	1,106	1.82	793	1.31	96	0.16	5	0.01	1,483	2.44	60,719	100.0
1973-74	MALE	31	0.17	2,148	11.73	4,063	22.19	2,851	15.57	2,168	11.84	1,674	9.14	1,368	7.47	1,253	6.84	747	4.08	557	5.04	23	0.13	1,428	7.80	18,311	100.0
	FEMALE	294	0.71	9,128	22.05	14,700	35.51	8,247	19.93	3,210	7.76	1,491	3.38	541	1.31	206	0.50	75	0.18	27	0.07	0	--	3,561	8.60	41,390	100.0
	TOTAL	325	0.54	11,276	18.89	18,763	31.42	11,098	18.59	5,378	9.01	3,075	5.15	1,909	3.20	1,459	2.44	822	1.38	584	0.98	23	0.04	4,989	8.36	59,701	100.0
1974-75	MALE	8	0.04	446	2.38	2,910	15.54	3,234	17.27	2,614	13.96	2,059	11.00	1,562	8.34	1,275	6.81	1,153	6.16	872	4.66	745	3.98	1,847	9.86	18,725	100.0
	FEMALE	110	0.27	2,494	6.09	11,470	28.00	11,744	28.66	6,258	15.28	2,613	6.38	1,196	2.92	604	1.47	273	0.67	104	0.25	46	0.11	4,056	9.90	40,968	100.0
	TOTAL	118	0.20	2,940	4.93	14,380	24.08	14,978	25.08	8,872	14.86	4,672	7.83	2,758	4.62	1,879	3.15	1,426	2.39	976	1.64	791	1.33	5,903	9.89	59,693	100.0
1975-76	MALE	389	1.97	478	2.42	2,303	11.64	3,498	17.70	3,265	16.52	2,474	12.52	2,009	10.17	1,490	7.54	1,198	6.06	944	4.78	1,512	7.65	203	1.03	19,763	100.0
	FEMALE	1,438	3.47	2,143	5.18	8,810	21.25	12,213	29.49	8,881	21.45	3,926	9.48	1,883	4.55	999	2.41	461	1.11	168	0.41	98	0.24	398	0.96	41,409	100.0
	TOTAL	1,827	2.99	2,621	4.28	11,104	18.15	15,711	25.69	12,146	19.86	6,400	10.46	3,892	6.36	2,489	4.07	1,659	2.71	1,112	1.82	1,610	2.63	601	0.98	61,172	100.0
1976-77	MALE	162	0.80	58	0.29	177	0.88	1,410	6.99	2,868	14.21	3,161	15.65	2,716	13.46	2,213	10.96	1,854	9.19	1,458	7.22	3,925	19.45	181	0.90	20,183	100.0
	FEMALE	385	0.94	171	0.42	878	2.14	6,066	14.80	11,147	27.20	10,070	24.57	5,397	13.17	3,012	7.35	1,788	4.36	937	2.29	754	1.84	376	0.92	40,981	100.0
	TOTAL	547	0.89	229	0.37	1,055	1.72	7,476	12.22	14,015	22.92	13,231	21.64	8,113	13.27	5,225	8.54	3,642	5.95	2,395	3.92	4,679	7.65	557	0.91	61,164	100.0
1977-78	MALE	161	0.79	30	0.15	72	0.36	272	1.34	1,570	7.75	2,555	12.61	2,763	13.64	2,761	13.63	2,464	12.16	1,852	9.14	5,644	27.86	116	0.57	20,260	100.0
	FEMALE	406	1.02	137	0.34	218	0.55	1,530	3.84	6,690	16.80	10,366	26.03	8,121	20.39	5,167	12.97	3,257	8.18	1,688	4.24	1,978	4.97	272	0.68	39,830	100.0
	TOTAL	567	0.94	167	0.28	290	0.48	1,802	3.00	8,260	13.75	12,921	21.50	10,884	18.11	7,928	13.19	5,721	9.52	3,540	5.89	7,622	12.68	388	0.65	60,090	100.0

Source: Elementary Teacher Information Files, Ministry of Education.

TABLE 8.19

ELEMENTARY SCHOOL TEACHERS IN ONTARIO
ACTUAL AND PROJECTED DEMAND AND SUPPLY, 1962-2001

	YEAR	DEMAND						SUPPLY				
		PUPILS	STOCK OF TEACHERS	EXPANSION OR CONTRACTION	REPLACEMENT DEMAND		TOTAL DEMAND	RE-ENTRIES TO PROFESSION		FROM COLLEGES & UNIVERSITIES		SUPPLIES FROM OTHER SOURCES
		NO.	NO.	NO.	NO.	%(1)	NO.	NO.	%(2)	NO.	%(3)	NO.
ACTUAL	1962	1,197,029	39,249	+1,170	5,118	13.44	6,288	1,314	20.90	4,191	66.65	4,974
	1963	1,233,164	40,875	+1,626	5,081	12.95	6,707	1,895	28.25	3,752	55.94	4,812
	1964	1,278,473	42,750	+1,875	5,349	13.09	7,224	2,033	28.14	4,018	55.62	5,191
	1965	1,320,043	44,967	+2,217	5,703	13.34	7,920	1,989	25.11	4,438	56.04	5,931
	1966	1,364,871	47,647	+2,680	6,642	14.77	9,322	2,162	23.19	4,883	52.38	7,160
	1967	1,405,052	51,018	+3,371	7,043	14.78	10,414	2,292	22.00	5,195	49.9	8,122
	1968	1,430,590	54,587	+3,569	7,476	14.65	11,045	2,620	23.72	5,544	50.2	8,425
	1969	1,456,117	57,587	+3,000	8,297	15.19	11,297	2,317	20.51	6,673	59.1	8,980
	1970	1,465,488	59,307	+1,720	8,226	14.28	9,946	2,325	23.38	5,388	54.2	7,621
	1971	1,456,840	58,329	- 978	7,813	13.17	6,835	1,876	27.45	3,616	52.9	4,959
	1972	1,445,101	57,991	- 338	7,417	12.72	7,079	2,176	30.74	3,306	46.7	4,903
	1973	1,422,885	56,630	-1,361	7,569	13.05	6,208	1,213	19.54	2,622	42.2	4,995
	1974	1,404,839	56,678	+ 48	7,375	13.02	7,423	1,742	23.47	2,696	36.4	5,681
	1975	1,389,478	58,167	+1,489	7,141	12.60	8,630	2,075	24.04	3,197	37.0	6,555
	1976	1,360,085	57,807	- 360	6,697	11.51	6,337	1,391	21.95	2,753	43.4	4,946
	1977	1,329,396	56,772	-1,035	5,853	10.13	4,818	1,083	22.48	1,721	35.7	2,014
PROJECTED	1978	1,294,151	55,543	-1,229	5,677	10.00	4,448	934	21.00	1,779	40.0	1,735
	1979	1,267,806	54,647	- 896	5,277	9.50	4,381	898	20.50	1,752	40.0	1,731
	1980	1,251,919	53,962	- 685	4,918	9.00	4,233	847	20.00	1,693	40.0	1,693
	1981	1,241,861	53,528	- 434	4,587	8.50	4,153	831	20.00	1,661	40.0	1,661
	1982	1,234,047	53,192	- 336	4,282	8.00	3,946	789	20.00	1,578	40.0	1,579
	1983	1,225,837	52,838	- 354	3,989	7.50	3,635	727	20.00	1,454	40.0	1,454
	1984	1,216,051	52,416	- 422	3,699	7.00	3,277	655	20.00	1,311	40.0	1,311
	1985	1,210,061	52,158	- 258	3,407	6.50	3,149	630	20.00	1,260	40.0	1,269
	1986	1,209,447	52,131	- 27	3,129	6.00	3,102	620	20.00	1,241	40.0	1,241
	1987	1,211,181	52,206	+ 75	2,867	5.50	2,942	588	20.00	1,177	40.0	1,177
	1988	1,213,922	52,324	+ 118	2,610	5.00	2,728	546	20.00	1,091	40.0	1,091
	1989	1,215,820	52,406	+ 82	2,616	5.00	2,698	540	20.00	1,079	40.0	1,079
	1990	1,220,866	52,623	+ 217	2,620	5.00	2,837	567	20.00	1,135	40.0	1,135
	1991	1,225,441	52,821	+ 198	2,631	5.00	2,829	566	20.00	1,132	40.0	1,131
	1992	1,230,046	53,019	+ 198	2,641	5.00	2,839	568	20.00	1,136	40.0	1,135
	1993	1,233,686	53,176	+ 157	2,651	5.00	2,808	562	20.00	1,123	40.0	1,123
	1994	1,236,390	53,293	+ 117	2,659	5.00	2,776	555	20.00	1,110	40.0	1,111
	1995	1,237,966	53,361	+ 68	2,665	5.00	2,733	547	20.00	1,093	40.0	1,093
	1996	1,238,058	53,365	+ 4	2,668	5.00	2,672	534	20.00	1,069	40.0	1,069
	1997	1,236,415	53,294	- 71	2,668	5.00	2,597	519	20.00	1,039	40.0	1,039
	1998	1,232,902	53,142	- 152	2,665	5.00	2,513	503	20.00	1,005	40.0	1,005
	1999	1,227,683	52,917	- 225	2,657	5.00	2,432	486	20.00	973	40.0	973
	2000	1,220,794	52,620	- 297	2,646	5.00	2,349	470	20.00	940	40.0	939
	2001	1,212,548	52,265	- 355	2,631	5.00	2,276	455	20.00	910	40.0	911

(1) Percentage of previous year

(2) Percentage of total demand

(3) Percentage of total demand

Source: Elementary Teacher Information Files, Ministry of Education.

TABLE 8.20

SECONDARY SCHOOL TEACHERS IN ONTARIO
ACTUAL AND PROJECTED DEMAND AND SUPPLY, 1962-2001

	YEAR	DEMAND						SUPPLY					
		PUPILS	TEACHERS STOCK	EXPANSION OR CONTRACTION	REPLACEMENT		TOTAL	RE-ENTRIES			NEW HIRINGS	FROM COLLEGES	OTHER
		NO.	NO.*	NO.	NO.	%(1)	NO.	NO.	%(2)	%(3)	NO.	NO.	NO.
ACTUAL	1962	331,578	14,923	2,073	1,118	8.70	3,191	332	2.22	10.40	2,859	1,826	1,033
	1963	364,210	17,170	2,247	1,493	10.00	3,740	354	2.06	9.47	3,386	2,273	1,113
	1964	395,301	19,205	2,035	1,644	9.57	3,679	376	1.96	10.22	3,303	2,288	1,015
	1965	418,730	21,659	2,454	2,050	10.67	4,504	417	1.93	9.26	4,087	2,638	1,449
	1966	436,026	24,242	2,583	2,453	11.33	5,036	442	1.82	8.78	4,594	2,696	1,898
	1967	463,736	27,164	2,922	2,948	12.16	5,870	571	2.10	9.73	5,299	3,351	1,948
	1968	500,807	30,203	3,039	3,101	11.42	6,140	728	2.41	11.86	5,412	3,833	1,579
	1969	530,679	32,342	2,139	3,480	11.52	5,619	757	2.34	13.47	4,862	2,455	2,407
	1970	556,913	33,693	1,351	3,754	11.61	5,105	862	2.56	16.89	4,243	2,528	1,715
	1971	574,520	34,469	776	3,438	10.20	4,214	847	2.46	20.10	3,367	2,388	979
	1972	583,013	34,549	80	3,273	9.50	3,353	654	1.89	19.50	2,699	1,838	861
	1973	585,725	33,889	- 660	2,960	8.57	2,300	341	1,01	14.83	1,959	1,263	696
	1974	589,650	34,231	+ 342	2,781	8.21	3,123	493	1.44	15.79	2,630	1,551	1,079
	1975	605,160	34,826	595	2,555	7.46	3,150	537	1.54	17.05	2,613	1,474	1,139
	1976	613,055	35,352	526	2,325	6.68	2,851	434	1.23	15.22	2,417	1,435	982
	1977	613,830	35,454	+ 102	2,162	6.12	2,264	372	1.05	16.43	1,892	1,038	854
PROJECTED	1978	613,274	35,449	- 5	2,127	6.0	2,122	318	0.90	15.0	1,804	1,082	722
	1979	603,415	34,879	- 570	1,918	5.5	1,348	202	0.58	15.0	1,146	687	459
	1980	583,206	33,711	-1,168	1,686	5.0	518	78	0.23	15.0	440	264	176
	1981	557,412	32,220	-1,491	1,611	5.0	120	18	0.06	15.0	102	61	41
	1982	531,581	30,727	-1,493	1,536	5.0	43	6	0.02	15.0	37	22	15
	1983	514,224	29,724	-1,003	1,486	5.0	483	72	0.24	15.0	411	246	165
	1984	508,522	29,394	- 330	1,500	5.1	1,170	176	0.60	15.0	994	597	397
	1985	505,703	29,231	- 163	1,500	5.1	1,337	201	0.69	15.0	1,136	682	454
	1986	500,072	28,906	- 325	1,500	5.1	1,175	176	0.61	15.0	999	599	400
	1987	493,220	28,510	- 396	1,550	5.4	1,154	173	0.61	15.0	981	589	392
	1988	485,420	28,059	- 451	1,600	5.6	1,149	172	0.61	15.0	977	586	391
	1989	479,667	27,726	- 333	1,625	5.8	1,292	194	0.70	15.0	1,098	659	439
	1990	473,863	27,391	- 335	1,650	6.0	1,315	197	0.72	15.0	1,118	671	447
	1991	471,670	27,264	- 127	1,675	6.1	1,548	232	0.85	15.0	1,316	789	527
	1992	470,596	27,202	- 62	1,700	6.2	1,638	246	0.90	15.0	1,392	835	557
	1993	470,431	27,193	- 9	1,750	6.4	1,741	261	0.96	15.0	1,480	888	592
	1994	471,531	27,256	+ 63	1,800	6.6	1,863	279	1.02	15.0	1,584	950	634
	1995	474,100	27,405	+ 149	1,950	7.2	2,099	315	1.15	15.0	1,784	1,070	714
	1996	476,696	27,555	+ 150	2,100	7.7	2,250	338	1.23	15.0	1,912	1,147	765
	1997	479,037	27,690	+ 135	2,150	7.8	2,285	343	1.24	15.0	1,942	1,165	777
	1998	481,161	27,813	+ 123	2,250	8.1	2,373	356	1.28	15.0	2,017	1,210	807
	1999	482,948	27,916	+ 103	2,450	8.8	2,553	383	1.37	15.0	2,170	1,302	868
	2000	484,389	27,999	+ 83	2,700	9.7	2,783	417	1.49	15.0	2,366	1,419	947
	2001	485,500	28,064	+ 65	3,000	10.7	3,065	460	1.64	15.0	2,605	1,563	1,042

*Projected number of teachers calculated by using a PTR value of 17.3 to the number of students taken from Chapter 3, Table 3.4.

(1)Percentage of previous year

(2)Percentage of teacher stock

(3)Percentage of total demand

Source: Elementary Teacher Information Files, Ministry of Education.

Quite clearly, as shown in the table inserted above (p. 210), the total number of public school teachers has not been drastically decreased since 1973 and 1974, and the total pupil-teacher ratio has, as a consequence, dropped almost every year. As indicated earlier, the official data on the number of regular classroom teachers is rather inadequate, but the indications are that the reductions in the ratio have been much smaller and that only since 1975 has it dropped consistently. In any case, it is clear that the ratios have been decreased in an attempt to keep jobs for the teachers, but we don't know whether this was an overall decrease or a genuine attempt to reduce the number of very large classes. To effect real improvements in the quality of education we must get rid of very large classes, not alter by only one pupil or two classes which are already relatively small.

Finally, in Table 8.21 I have shown for the secondary school teachers of the province in 1977-78 not only the number of persons teaching each of the major subjects (including as a final entry the row No Special Subject), but their qualifications to teach each of the subjects as main subjects and as second subjects. The analysis given in this table is not as complete as that in the study I personally did in Nova Scotia[1], in that the actual qualifications of those teaching a subject, although not qualified to do so, are not shown. But all these data are available and have been reported in Statistical Appendix #6 in even greater detail that in the Nova Scotia study. These data can be used, of course, to determine the needs for in-service training, upgrading and updating of the teachers. Similar tables should be prepared each year and supplied to the school boards.

In the future in secondary schools, attrition and non-renewal of probationary and temporary certificates will be sufficient to weather the storm of declining enrolment for some boards, but others will have to fire competent and experienced teachers from the permanent staff. What this means, as we saw from the teacher computer wage model in the Second Interim Report, is higher salaries paid automatically as experience and qualifications increase, and consequently a higher wage

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[1] Who Teaches What in the High Schools in Nova Scotia? R.W.B. Jackson, 1977.

TABLE 8.21

SECONDARY SCHOOL TEACHERS IN ONTARIO: THEIR QUALIFICATIONS BY SUBJECT AND WHAT THEY ARE TEACHING, 1977-78

SUBJECT TAUGHT	NUMBER TEACHING AS A MAIN SUBJECT	TEACHING AS MAIN SUBJECT				NUMBER TEACHING AS A SECOND SUBJECT	TEACHING AS SECOND SUBJECT			
		QUALIFIED TO TEACH		NOT QUALIFIED TO TEACH			QUALIFIED TO TEACH		NOT QUALIFIED TO TEACH	
		NO.	%	NO.	%		NO.	%	NO.	%
ENGLISH	3,731	3,381	90.6	350	9.4	779	453	58.2	326	41.8
FRENCH	1,389	1,305	94.0	84	6.0	275	222	80.7	53	19.3
FRANCAIS	47	20	42.0	27	57.4	17	3	17.6	14	82.4
LATIN	148	144	97.3	4	2.7	62	50	80.6	12	19.4
GREEK	2	0	0	2	100	11	3	27.3	8	72.7
GERMAN	106	75	70.8	31	29.2	183	90	49.2	93	50.8
RUSSIAN	4	3	75.0	1	25.0	3	1	33.3	2	66.7
SPANISH	45	38	84.4	7	15.6	120	93	77.5	27	22.5
HISTORY	2,012	1,877	93.3	135	6.7	476	299	62.8	177	37.2
GEOGRAPHY	1,651	1,584	95.9	67	4.1	362	197	54.4	165	45.6
LIBRARY	372	116	31.2	256	68.8	145	39	26.9	106	73.1
MUSIC	455	399	87.7	56	12.3	36	14	38.9	22	61.1
SOCIAL STUDY	82	14	17.1	68	82.9	86	20	23.3	66	76.7
MATHMATICS	3,285	2,903	88.4	382	11.6	723	248	34.3	475	65.7
SCIENCE	1,872	1,144	61.1	728	38.9	929	487	52.4	442	47.6
PHYSICS	451	273	60.5	178	39.5	270	114	42.2	156	57.8
CHEMISTRY	463	349	75.4	114	24.6	275	162	58.9	113	41.1
ZOOLOGY	324	270	83.3	54	16.7	299	214	71.6	85	28.4
BOTANY	2	0	0	2	100	13	0	0	13	100
HOME ECONOMIC	788	682	86.5	106	13.5	82	12	14.6	70	85.4
COUNSELLING	498	0	0	498	100	391	0	0	391	100
GROUP GUIDANCE	269	82	30.5	187	69.5	162	38	23.5	124	76.5
P.H.E.	2,482	2,395	96.5	87	3.5	380	313	82.4	67	17.6
ACCOUNTING	171	18	10.5	153	89.5	97	6	6.2	91	93.8
BOOKKEEPING	121	17	14.0	104	86.0	40	6	15.0	34	85.0
OFFICE PRACTICE	86	48	55.8	38	44.2	116	81	69.8	35	30.2
SHORTHAND	130	71	54.6	59	45.4	143	64	44.8	79	55.2
TYPING	472	242	51.3	230	48.7	297	106	35.7	191	64.3
AUTO MECHANIC	561	517	92.2	44	7.8	83	25	30.1	58	69.9
AIR CONDITIONING	14	10	71.4	4	28.6	4	2	50.0	2	50.0
DRAFTING	607	567	93.4	40	6.6	108	23	21.3	85	78.7
WOOD WORK	290	258	89.0	32	11.0	68	23	33.8	45	66.2
MACHINE SHOP	429	415	96.7	14	3.3	46	24	52.2	22	47.8
ELECTRICAL	542	523	96.5	19	3.5	54	23	42.6	31	57.4
OTHER	351	58	16.5	293	83.5	465	47	10.1	418	89.9
OCCUPATION PRACTICE	655	0	0	655	100	116	0	0	116	100
OCCUPATION GENERAL	133	0	0	133	100	27	0	0	27	100
INDUSTRIAL ARTS	64	22	34.4	42	65.6	23	4	17.4	19	82.6
FINE ARTS	733	587	80.1	146	19.9	197	90	45.7	107	54.3
MISC. COMMUNICATION	1,543	1,401	90.8	142	9.2	544	386	71.0	158	29.0
MISC. TECHNOLOGY	533	138	25.9	395	74.1	249	23	9.2	226	90.8
SHEET METAL	78	71	91.0	7	9.0	21	9	42.9	12	57.1
NO SPECIAL SUBJECT	835					20,049				

Source: Teacher Information Files, Ministry of Education, and annual computer files maintained by OSSTF.

bill overall for practically all school boards as the years go by and the staff ages. I know of no way to halt this trend and the increase in the wage bill unless either large numbers of the older staff are fired or retired and young teachers hired at lower salaries, or a general decrease is made in all wages and salaries, neither of which is very likely to happen, or the size of the staff is reduced. School boards, whether they like it or not, will be faced with automatically increasing wage bills annually unless they decrease the size of staff. This is one of the more expensive implications of declining school enrolments; a simple corollary of an aging staff.

By far the most important factors affecting salaries will have nothing to do with declining enrolments. They will be inflation and the inevitable necessity (as we now see it) for teachers salaries to at least keep pace with inflation, especially these days when the rate is rapidly approaching the two digit range again. I am aware of real or apparent reductions in expenditures on certain programs in the federal and provincial governments, and I note that municipalities (but not school boards yet) in this province have apparently accepted a 6% expenditure increase as the ceiling for next year. But no government is searching for means to increase revenues. I am puzzled by the continued reliance at all levels on deficit financing, i.e., on borrowing money to pay even operating expenses, as though public debt was of little consequence. Yet even a casual reading of budget statements reveals the heavy load the taxpayers are already carrying in debt charges alone, and with no attempt in sight to repay the capital debt. Perhaps it will be argued that this has no direct bearing on or implications from declining enrolments, but I don't see it that way. At a 10% inflation level not only the wage bill, but total expenditures on schools, will double every 7 years. For example, if only inflation of 10% is counted, i.e., with no allowances granted for more experience and higher qualifications, the average elementary school teacher's salary would be $62,200 and the average secondary school teacher's salary $78,700 by 1990. Declining enrolments are not to blame for this, and indeed they may even help the schools to weather the economic storms. We must <u>not</u> assign responsibility for these pure inflation problems, or for their

solution, to declining enrolments. I stress this point only to make it crystal clear where the fault lies, and it is not with the schools.

There are very definite implications of declining enrolments for probationary, temporary, term and permanent appointments. Part-time and full-time appointments must also be considered since prevailing conditions make some flexibility necessary. It is obvious that during the next 10 to 15 years many boards, especially those in the larger cities and suburbs, will need to avail themselves of a rather wide use of relatively short-term contracts with regular classroom teachers and with practically all other categories of staff, at least to the fullest extent possible under existing or negotiated collective agreements. Unfortunately some boards may need to move a number of staff members now on permanent contracts down to and through the short-term contract to dismissal. There are various possibilities of building a high degree of flexibility into staffing practices without necessarily greatly reducing or destroying job security -- but it would be "job security" of a slightly different nature, in the sense of some position on a staff being available. This should not be confused with the concept, especially for supervisory officers, consultants and coordinators as well as administrators, of limited term appointments to a specific position, as recommended later.

Short-term appointments combined with the term validity of the teaching certificates should lead teachers and boards to reconsider the meaning and usefulness of a "permanent" appointment and to question the validity of life-long job security. Even in the civil service, I find to my surprise, and in the universities with their rigid systems of tenure and academic freedom, it is possible to terminate for "cause" (which includes budgetary cutbacks or a period of financial constraints, in most cases) any so-called "permanent" appointment or contract. It is not often done, but it can be, and under present economic conditions is being resorted to far more frequently than ever before during the lifetime of most employees. The term "permanent" appointment has obviously misled many employees. While I can see no reason to object to the use

of term appointments, long or short, I do feel that the concept of "continuing"[1] employment should be retained. Therefore, I recommend:

> The concept of continuing employment be instituted for full-time and part-time appointments.

This might be a common feature of the employment pattern of the future. It will be the pattern in education certainly, but also in practically all fields of endeavour as we move into the new era of greater leisure, or perhaps one should say of shorter hours of formal employment, and of the blurring or obliteration of the lines between education and work on the one hand, and between work and leisure on the other.

We come now to a consideration of benefits, including superannuation. Their monetary cost is, and will be high, but possibly we have for far too long in this country placed monetary returns as a preferred "good" far above the avoidance or alleviation of human suffering. We have not paid sufficient attention to the possibility of making greater use of such fringe benefits in the problems arising from declining enrolments. As I commented before, I was impressed by the ingenuity shown by groups and individuals appearing before me in the way they devised methods of assisting their colleagues through such benefits, even through the use of provisions of the income tax laws and regulations. We tend to forget that many of those complicated income tax provisions were designed to assist the needy and worthy taxpayer, not solely to extract the maximum number of tax dollars from his unwilling hands. The federal and provincial governments have recently made greater use of income tax provisions to relieve or remove harsh and unjust burdens and seem now well on the way to the attainment of some workable and equitable form of a guaranteed annual wage or income.

But to get over these next 10 to 15 years we must look to each other for help, not expect government to bail us out. In fact, some government decisions and actions, especially financial, will hurt more than help. In Appendix 8.A of this chapter I have pulled together from

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[1] In other words, the employment continues from year to year unless specifically terminated.

briefs and other sources all the suggestions made to the Commission about how we might help each other -- and ourselves -- over these difficult years. The two concepts or ideas I would emphasize most strongly are, first, sharing the available work, and second, providing incentives for early retirement, stressing in particular those ways and means (including part-time employment and supplementary annuities purchased by the board) that will permit and encourage a large number to do what I call "slide gradually and gracefully into retirement". Therefore I recommend:

> After early retirement up to 100 days teaching employment per year, instead of the present 20, be permitted without penalty to age 65.

I am confident that many more teachers will seek an easier life through part-time work, followed by early retirement combined with a limited amount of part-time work. (I would anticipate that they would form something of a permanent source of supply teachers, and excellent ones, too.)

In terms of early retirement, and the possible numbers, readers are referred to Tables 8.23A and 8.23B (for secondary schools) and also the tables on pp. 280 and 282 of my First Interim Report, which show, up to the period 2006-2010, the extraordinary difference it makes when the 90 factor is used. For elementary schools the London Board of Education is used as an example in Table 8.22B. The same is done for teachers of English as an example in secondary schools of Ontario in Table 8.23B. In all tables note the influence of the 90 factor. (Similar tables should be prepared each year and supplied to school boards.) If supplementary means such as use of the 90 factor can be implemented to make early retirement financially attractive, there seems little doubt that by 1986 probably, and by 1991 almost certainly, attrition will be sufficient to restore some semblance of balance to the employment picture. The two assessments of the Teacher's Superannuation Fund have convinced me that we can afford to dip (lightly) into reserves of the cash flow, if necessary, to help relieve the "crunch" between now and 1986. I assume, of course, that the indexing fund, now functioning separately,

TABLE 8.22A

NUMBER OF ONTARIO ELEMENTARY SCHOOL TEACHERS ELIGIBLE FOR RETIREMENT OUT OF TOTAL TEACHING FORCE IN 1977-78, BASED ON: (1) AGE 65 (2) AGE 65 OR 90 FACTOR WHICHEVER COMES FIRST

YEAR OF RETIREMENT	ELIGIBLE FOR RETIREMENT BASED ON AGE 65 OR 90 FACTOR WHICHEVER COMES FIRST			ELIGIBLE FOR RETIREMENT BASED ON AGE 65	
	AGE 65	90 FACTOR	CUMULATIVE %	AGE 65	CUMULATIVE %
1978	58	832	1.6	131	0.2
1979	62	270	2.1	139	1.5
1980	64	290	2.8	177	0.8
1981	69	342	3.5	190	1.1
1982	71	350	4.2	200	1.5
1983	60	417	5.0	236	2.2
1984	71	434	5.9	236	2.2
1985	75	457	6.9	284	2.7
1986	103	535	8.0	333	3.3
1987	89	585	9.1	355	3.9
1988	79	651	10.4	401	4.6
1989	93	690	11.8	453	5.4
1990	81	751	13.2	487	6.3
1991	89	910	15.0	494	7.1
1992	76	1,011	16.9	564	8.1
1993	91	1,119	19.0	590	9.1
1994	72	1,385	21.5	626	10.2
1995	85	1,556	24.4	733	11.5
1996	57	1,760	27.6	821	13.0
1997	52	1,845	30.9	799	14.4
1998	38	1,978	34.4	809	15.8
1999	38	2,107	38.2	873	17.3
2000	33	2,255	42.2	1,016	19.1
2001	17	2,573	46.7	1,126	21.0
2002	7	3,055	52.0	1,170	23.1
2003	7	3,506	58.2	1,389	25.5
2004	0	4,041	65.2	1,595	28.3
2005	0	4,227	72.6	1,725	31.3
2006	0	3,809	79.3	1,930	34.7
2007	0	3,305	85.0	2,009	38.2
2008	0	2,971	90.2	2,202	42.0
2009	0	2,577	94.7	2,120	45.7
2010	0	1,984	98.2	2,179	49.5
2011	0	895	99.8	2,932	54.7
LEFT*	0	132	100.0	25,946	100.0

*Will not be eligible for retirement by 2011.

Note: Total teachers = 57,634
Less: No birth date available = 394
Total teachers in sample = 57,240

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Source: Elementary Teacher Information Files, Ministry of Education.

TABLE 8.22B

NUMBER OF ONTARIO ELEMENTARY SCHOOL TEACHERS ELIGIBLE FOR RETIREMENT OUT OF TOTAL TEACHING FORCE IN 1977-78 FOR THE LONDON BOARD OF EDUCATION, BASED ON: (1) AGE 65 (2) AGE 65 OR 90 FACTOR WHICHEVER COMES FIRST

YEAR OF RETIREMENT	ELIGIBLE FOR RETIREMENT BASED ON AGE 65 OR 90 FACTOR WHICHEVER COMES FIRST			ELIGIBLE FOR RETIREMENT BASED ON AGE 65	
	AGE 65	90 FACTOR	CUMULATIVE %	AGE 65	CUMULATIVE %
1978	3	16	1.7	3	0.3
1979	3	6	2.5	4	0.6
1980	1	4	3.0	1	0.7
1981	1	8	3.8	5	1.2
1982	1	8	4.6	2	1.3
1983	3	5	5.3	3	1.6
1984	2	13	6.6	4	2.0
1985	2	8	7.5	4	2.3
1986	2	8	8.4	8	3.0
1987	1	14	9.8	8	3.8
1988	1	13	11.0	8	4.5
1989	3	29	13.9	13	5.7
1990	1	21	15.9	7	6.3
1991	3	17	17.7	8	7.0
1992	3	26	20.3	11	8.0
1993	1	22	22.3	20	9.8
1994	3	46	26.7	14	11.0
1995	0	32	29.6	15	12.4
1996	1	40	33.3	17	13.9
1997	1	38	36.8	26	16.2
1998	1	38	40.3	18	17.8
1999	0	42	44.0	20	19.6
2000	0	38	47.4	29	22.2
2001	0	56	52.5	20	24.0
2002	0	70	58.7	21	25.9
2003	0	70	65.0	23	28.0
2004	0	98	73.8	43	31.8
2005	0	67	79.8	42	35.6
2006	0	78	86.8	35	38.7
2007	0	38	90.2	42	42.5
2008	0	51	94.8	49	46.9
2009	0	30	97.5	45	50.9
2010	0	17	99.0	39	54.4
2011	0	9	99.8	64	60.2
LEFT*	0	2	100.0	444	100.0

*Will not be eligible for retirement by 2011.

Note: Total teachers = 1,117
Less: No birth date available = 2
Total teachers in sample = 1,115

Source: Elementary Teacher Information Files, Ministry of Education.

TABLE 8.23A

NUMBER OF ONTARIO SECONDARY SCHOOL TEACHERS ELIGIBLE FOR RETIREMENT OUT OF TOTAL TEACHING FORCE IN 1977-78, BASED ON: (1) AGE 65 (2) AGE 65 OR 90 FACTOR WHICHEVER COMES FIRST

YEAR OF RETIREMENT	ELIGIBLE FOR RETIREMENT BASED ON AGE 65 OR 90 FACTOR WHICHEVER COMES FIRST			ELIGIBLE FOR RETIREMENT BASED ON AGE 65	
	AGE 65	90 FACTOR	CUMULATIVE %	AGE 65	CUMULATIVE %
1978	65	264	1.0	83	0.3
1979	84	94	1.6	107	0.6
1980	117	123	2.3	154	1.1
1981	113	137	3.1	156	1.5
1982	135	168	4.0	193	2.1
1983	148	190	5.0	219	2.8
1984	171	217	6.2	255	3.6
1985	221	250	7.7	323	4.6
1986	248	310	9.4	407	5.8
1987	261	314	11.2	443	7.2
1988	247	452	13.3	471	8.7
1989	242	504	15.6	488	10.2
1990	222	584	18.1	556	11.9
1991	215	671	20.8	544	13.5
1992	190	774	23.8	562	15.3
1993	205	1,000	27.5	637	17.2
1994	131	1,052	31.2	645	19.2
1995	114	1,270	35.4	777	21.6
1996	96	1,372	39.9	793	24.1
1997	74	1,316	44.5	791	26.5
1998	56	1,622	49.7	816	29.0
1999	41	1,718	55.1	791	31.4
2000	22	1,862	60.9	887	34.2
2001	82	1,959	67.0	1,089	37.5
2002	13	1,931	73.0	1,049	40.8
2003	4	1,687	78.2	1,149	44.3
2004	0	1,749	83.6	1,219	48.1
2005	0	1,492	88.2	1,334	52.2
2006	0	1,136	91.7	1,394	56.5
2007	0	959	94.7	1,497	61.1
2008	0	755	97.0	1,613	66.0
2009	0	565	98.7	1,607	71.0
2010	0	319	99.7	1,497	75.6
2011	0	84	99.9	1,665	80.7
LEFT*	0	6	100.0	6,262	100.0

*Will not be eligible for retirement by 2011.

Note: Total teachers = 36,666
Less: No birth date available = 4,193
Total teachers in sample = 32,473

Source: Annual Computer Files maintained by OSSTF.

TABLE 8.23B

NUMBER OF ONTARIO SECONDARY SCHOOL ENGLISH TEACHERS ELIGIBLE FOR RETIREMENT OUT OF TOTAL TEACHING FORCE IN 1977-78, BASED ON: (1) AGE 65 (2) AGE 65 OR 90 FACTOR WHICHEVER COMES FIRST

YEAR OF RETIREMENT	ELIGIBLE FOR RETIREMENT BASED ON AGE 65 OR 90 FACTOR WHICHEVER COMES FIRST			ELIGIBLE FOR RETIREMENT BASED ON AGE 65	
	AGE 65	90 FACTOR	CUMULATIVE %	AGE 65	CUMULATIVE %
1978	13	18	0.8	14	0.3
1979	8	12	1.2	10	0.6
1980	11	11	1.8	12	0.9
1981	13	11	2.4	18	1.3
1982	15	12	3.0	19	1.8
1983	18	17	3.9	24	2.4
1984	16	20	4.7	22	2.9
1985	16	25	5.7	28	3.6
1986	30	29	7.2	46	4.7
1987	22	18	8.2	39	5.6
1988	25	46	9.9	49	6.8
1989	27	48	11.7	51	8.1
1990	19	50	13.4	48	9.2
1991	20	50	15.1	46	10.4
1992	20	65	17.2	51	11.6
1993	23	79	19.6	54	12.9
1994	10	96	22.2	52	14.2
1995	20	116	25.5	77	16.1
1996	14	138	29.2	93	18.3
1997	12	160	33.4	67	20.0
1998	7	195	38.3	63	21.5
1999	5	222	43.8	82	23.5
2000	5	273	50.6	74	25.3
2001	6	298	58.0	112	28.0
2002	6	317	65.9	113	30.8
2003	0	279	72.7	128	33.9
2004	0	284	79.6	110	36.5
2005	0	238	85.4	194	41.3
2006	0	175	89.6	183	45.7
2007	0	160	93.5	209	50.8
2008	0	131	96.7	233	56.5
2009	0	84	98.7	257	62.7
2010	0	39	99.7	257	69.0
2011	0	12	99.9	266	75.5
LEFT*	0	1	100.0	1,009	100.0

*Will not be eligible for retirement by 2011.

Note: Total teachers = 4,767
Less: No birth date available = 657
Total teachers in sample = 4,110

Source: Annual computer files maintained by OSSTF.

will continue to do so; otherwise, if it were to be incorporated into the main fund, I would have grave doubts about the actuarial soundness of the combined plan unless contributions were increased very substantially. I am aware, of course, of the evaluations underway of all pension funds, public and private, and that the indexing feature of the public funds may have to be abandoned (unless, as in the teachers' fund, it is financed independently of the main fund). One of the most effective ways (supplementary to job-sharing) in which teachers might move to help each other would be to press for a change in the Superannuation Fund regulations to permit early retirement between now and 1986 on the basis of an 85 factor plus annuities. It would be necessary to monitor the fund carefully throughout this period, with a very thorough actuarial evaluation in 1986, and, if it proves necessary, to increase contributions from time to time to ensure its continued solvency and actuarial health. Accordingly, I recommend:

> The superannuation regulations be amended to permit, during the period between now and 1986, early retirement on the basis of an 85 factor.
>
> The fund be monitored on an annual basis with a thorough evaluation in 1986, and if necessary, contributions of employers and employees be increased from time to time to keep the fund sound.

I recommend, further:

> In light of the 1986 evaluation and the conditions of the economy at that time, and of its future prospects, a decision be made in 1987 whether to continue on the basis of the 85 factor or to revert to the 90 factor or to age 65, or to change to age 70.

Special attention must be paid to two points. First, early retirement must be at the discretion and sole choice of the individual. Second, means must be introduced, by annuity purchases by the board, by part-time employment and by other means such as prepayment of the corresponding superannuation contribution, in full, by the teacher, to avoid the imposition of a financial penalty on those who elect to retire early (whether wholly or partially), since many will be doing so partly at least from a sense of duty and a sincere desire to help their fellow teachers.

Although all of the ideas in Appendix 8.A are worthy of consideration, and some may prove particularly attractive to certain boards and groups of teachers, I recommend:

> The teaching profession begin work together on the following:
>
> (a) early retirement plans;
>
> (b) job sharing plans, including night school and summer school jobs;
>
> (c) elimination of large classes;
>
> (d) encouragement of most kinds of part-time continuing employment;
>
> (e) promotion or transfers, exchanges, and leaves of absence;[1]
>
> (f) encouragement of in-service training, including retraining for teaching, as well as for related or even unrelated jobs, in business and industry.

These are all matters open to negotiations and, as they should, might form part of any new collective agreements between boards and teachers.

Two requirements which we have carried forward from the past without much thought are causing unnecessary alarm and even hardship for many teachers. I refer to the obligation on the part of the teacher to submit his/her resignation on or before November 30 and May 31 if such is to be effective at the end of the calendar year in the first case and the end of the school year in the second. Boards no longer need any protection of this kind in a time of oversupply of teachers, and in any event only a month's notice for vacating a professional position is, on the face of it, not only inadequate but ridiculous. I know of few cases where a board has insisted upon completion of a contract when notice of intent to resign is given late or at another time, despite the legal right of a board to do so. Besides, in a teaching position, to force an incumbent teacher to go through the motions is about the biggest disservice an administration or a board could inflict on the helpless students, compelled by the compulsory attendance laws to attend those classes. I therefore recommend:

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[1] For more information: Industrial Inquiry Commission on Educational Leave and Productivity appointed by the federal Ministry of Labour, 150 Main Street West, Hamilton, L8T 1H8.

> Present time requirements regarding notice of resignation be withdrawn, and in lieu thereof there be incorporated in the collective agreement between each board and its teaching staff a clause stipulating that notice of intent to resign be given as early as possible, preferably one year in advance of the date of severance of employment.

The obverse of this coin is more tarnished and disturbing: some boards give notice of dismissal to large numbers of "possible" surplus/redundant teachers a day or two before May 1, to take effect the following June 30.[1] The time allowed by the notice to find another job is reprehensibly short (only two months) for anyone in a professional position and there almost seems to be a game of some sort being played by some of the boards -- fire the teachers at the end of April (often from a permanent or continuing contract) and then hire them back, or most of them, within the next four months(frequently before the end of June) but on term appointments of one or at most two years. In my opinion this is unfair practice on the part of any board, and a most inhuman way to treat any loyal and competent member of staff. Any administrator worth his pay should be able to notify potential surplus/redundant employees at least one year in advance and so advise his board. Of course, he will be mistaken by a few positions each year, but what of it? He and his board should "pick up the tab" for that. Accordingly, I recommend:

> Each board be required to give at least one year's (12 months) notice of dismissal on the basis of surplus/redundancy, and if the services of the employee are still required within 24 months of notice of such dismissal, he or she be reinstated with full rights, privileges and benefits previously enjoyed.

Teacher demand is, of course, determined by enrolment, and at the secondary school level the demand for teachers by subjects is determined in large part by the selection of options (within the Ministry guidelines) by the students.

The general figures for elementary and secondary schools, in terms of demand for teachers (with reference to supply) are given in

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[1] I noted, with pleasure, that the Toronto Board of Education did not follow this practice this year.

Tables 8.19 and 8.20. The historic data goes back to 1962 when the birth rate first fell (the first decline in enrolment did not occur until 1971 when immigration failed to make up for birth declines) and the projections extend to 2001, beginning with the actual 1977 data. We have shown enrolment, number of teachers, expansion and replacement figures for demand. Using projected withdrawal ratios based on age structure of the teaching force and past and present re-entry ratios, the supply was calculated based on existing stocks and new hirings.[1] The demand, of course, drops and, as a result, a position of oversupply exists (see Hansen FLEXOR Model, which is based on slightly different data and assumptions yet, in general, yields results which check closely with those of this section and hence confirm the general trends of an oversupply position).

Far more data are available for the secondary schools, since the projections have been done by the major subjects. Thus in Tables 8.24 to 8.32 which follow, we show, updated to include the actual 1977 figures, sets of figures from 1973 to 1987, using for supply two assumptions for new teacher graduates required (A and B parts of Tables 8.28 and 8.29). For A we assumed new teacher graduates required would equal 70% of new hirings. For B we assumed the number of new teacher graduates would reach 1,000 in 1979 and continue at that level to 1987. The tables are:

8.24: Historic data on secondary school enrolment, teachers and class size (calculated), by subjects and total, 1973 to 1977.

8.25: Projections of secondary school enrolment to 1987, by subject and totals of enrolment and calculated class size in Ontario.

8.26: Projected demand for secondary school teachers, by subject, including calculated new hirings in Ontario.

8.27A: Projected new secondary school teacher graduates, by subject, in Ontario.

B: Projected new secondary school teacher graduates, by subject, in Ontario.

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[1] For data on withdrawals and acquisitions of teachers, see also Tables 11 to 14 of the Second Interim Report.

8.28A: Projected secondary school teacher supply, by subject, in Ontario.
B: Projected secondary school teacher supply, by subject, in Ontario.

8.29A: Projected additional surplus or deficit, of Ontario secondary school teachers, by subject, based on Table 8.28A.
B: Projected additional surplus or deficit, of Ontario secondary school teachers, by subject, based on Table 8.28B.

8.30: Historic and projected sources of acquisition of secondary school teachers in Ontario.

8.31: Historic and projected reasons for withdrawals of secondary school teachers in Ontario.

Under our assumptions and in nearly all subjects, except possibly French, Francais, other languages and home economics, the supply of teachers greatly exceeds the demand, possibly in total by some 15,000 to 31,000 teachers by 1987. Surpluses will perhaps be particularly great in English, history, sciences, physical education, commercial, vocational and what is classified as administrative. Presumably these warnings of specific surpluses, together with the general ones prepared by Hansen, will filter down through the faculties of education, the arts and science faculties and eventually to guidance counsellors. Certainly, in terms of employment opportunities under today's conditions, many of our young people have made some unfortunate selections of specialities, as well as of professions.

8.3 Administrative Staff

In all the publicity about declining school enrolments and their implications for staffing, remarkably little has been said about either the administrative staff or the support staff, although in the case of the former a number of briefs (and speakers at the public hearings) made some very pointed remarks about the number of administrators (with the implied, or even open, criticism that they not only weren't needed but were grossly overpaid). Very little attention has been given to the fact that the central office staffs have been systematically reduced in recent years, at least for those boards suffering severe declines in enrolment. There is, of course, always something of a time lag in such reductions, since reassignment or discontinuance of certain responsibilities cannot be accomplished overnight, and in many cases -- for

TABLE 8.24

HISTORIC DATA ON SECONDARY SCHOOL ENROLMENT, AND CLASS SIZE (CALCULATED), BY SUBJECTS AND TOTAL, 1973 TO 1977

SUBJECT	FULL-TIME EQUIVALENT ENROLMENT (ACTUALS)					CLASS SIZE (ACTUALS)					FULL-TIME EQUIVALENT TEACHERS (ACTUALS)				
	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977
ENGLISH	79,383	80,789	83,042	84,952	85,880	26.3	26.1	26.0	25.8	25.4	3,562	3,653	3,769	3,885	3,990
FRENCH	27,504	26,448	26,769	27,457	27,610	23.9	23.8	23.9	24.4	24.4	1,358	1,311	1,322	1,328	1,335
FRANCAIS	4,092	4,187	4,172	4,241	4,114	24.5	24.5	24.3	24.4	24.5	197	202	203	205	198
CLASSICS	2,321	2,124	2,026	1,996	1,699	16.6	17.0	17.3	17.9	17.2	165	147	138	132	117
OTHER LANGUAGES	4,805	4,795	4,706	4,512	4,185	19.0	18.6	18.6	18.7	18.4	298	304	299	285	268
HISTORY	34,766	36,110	36,737	36,806	38,678	26.1	26.2	26.4	26.2	26.0	1,572	1,626	1,642	1,658	1,755
SOCIAL STUDIES	14,191	16,598	17,947	18,687	18,709	26.7	27.1	27.3	27.1	26.9	627	723	776	814	821
GEOGRAPHY	39,499	38,991	40,209	40,454	39,281	26.5	26.4	26.5	26.4	25.9	1,759	1,739	1,790	1,808	1,790
MUSIC	10,666	11,281	11,678	11,561	11,360	22.4	22.3	22.1	21.4	21.5	562	597	624	637	623
MATHEMATICS	76,410	78,829	82,038	84,157	84,584	26.0	26.0	26.0	25.8	25.6	3,468	3,578	3,723	3,849	3,899
PHYSICS	10,640	10,639	11,155	11,101	10,811	26.1	26.1	26.0	25.9	25.6	481	481	506	506	498
CHEMISTRY	13,041	12,663	13,077	12,866	12,338	25.6	25.4	25.6	25.2	24.9	601	588	603	602	585
SCIENCES	48,955	49,678	51,214	51,788	52,341	26.5	26.5	26.4	26.1	26.1	2,180	2,212	2,289	2,341	2,366
HOME ECONOMICS	22,074	22,593	22,667	23,255	22,848	20.4	20.3	20.9	21.1	21.2	1,277	1,313	1,280	1,301	1,272
PHYSICAL EDUCATION	54,194	53,762	55,717	55,335	55,163	25.2	26.5	26.6	26.2	25.6	2,538	2,394	2,472	2,492	2,543
FINE ARTS	22,147	22,445	23,620	24,481	24,376	22.6	22.3	22.6	22.4	22.5	1,156	1,188	1,233	1,290	1,278
COMMERCIAL	62,021	59,895	58,185	57,593	57,576	25.4	25.2	25.2	25.1	25.2	2,881	2,805	2,725	2,708	2,696
VOCATIONAL	55,978	55,267	58,326	60,175	60,874	16.0	15.9	16.5	16.5	16.4	4,128	4,102	4,171	4,303	4,380
OTHER	3,036	2,634	1,873	1,640	1,401	20.8	19.8	23.3	21.7	21.7	172	157	95	89	76
LIBRARY & SUPERVISION	0	0	0	0	0	0.0	0.0	0.0	0.0	0.0	869	874	890	907	915
GUIDANCE & COUNSELING	0	0	0	0	0	0.0	0.0	0.0	0.0	0.0	1,449	1,456	1,483	1,512	1,525
ADMINISTRATIVE	0	0	0	0	0	0.0	0.0	0.0	0.0	0.0	3,188	3,202	3,263	3,326	3,354

TABLE 8.25

PROJECTIONS OF SECONDARY SCHOOL ENROLMENT TO 1987, BY SUBJECT AND TOTALS OF ENROLMENT AND CALCULATED CLASS SIZE IN ONTARIO

SUBJECT	ENROLMENT, FULL-TIME EQUIVALENT											CLASS SIZE						
	ACTUAL 1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	ACTUAL 1977	1978	1979	1980	1981	1982	1987
ENGLISH	85,880	84,980	83,884	81,161	77,433	73,907	71,496	70,682	70,304	69,519	68,563	25.4	25.7	25.6	25.6	25.7	25.6	25.6
FRENCH	27,610	27,393	27,040	26,139	24,953	23,814	23,035	22,775	22,652	22,399	22,092	24.4	24.2	24.3	24.3	24.3	24.3	24.3
FRANCAIS	4,114	4,193	4,115	3,958	3,798	3,618	3,498	3,462	3,441	3,403	3,357	24.5	24.4	24.4	24.4	24.4	24.4	24.4
CLASSICS	1,699	1,916	1,840	1,738	1,701	1,609	1,553	1,542	1,530	1,513	1,494	17.2	17.5	17.5	17.4	17.5	17.5	17.5
OTHER LANGUAGES	4,185	4,488	4,324	4,141	4,010	3,803	3,677	3,644	3,619	3,579	3,531	18.4	18.6	18.6	18.5	18.5	18.5	18.5
HISTORY	38,678	37,564	37,070	36,100	34,296	32,756	31,718	31,330	31,170	30,826	30,397	26.0	26.2	26.1	26.1	26.1	26.1	26.1
SOCIAL STUDIES	18,709	18,524	18,337	17,705	16,899	16,136	15,603	15,428	15,346	15,173	14,965	26.9	27.1	27.0	27.0	27.0	27.0	27.0
GEOGRAPHY	39,281	40,154	39,314	37,835	36,325	34,587	33,443	33,099	32,902	32,536	32,094	25.9	26.3	26.2	26.1	26.2	26.2	26.2
MUSIC	11,360	11,583	11,315	10,915	10,471	9,967	9,642	9,541	9,484	9,379	9,251	21.5	21.7	21.5	21.6	21.6	21.6	21.6
MATHEMATICS	84,584	83,944	82,859	80,092	76,463	72,972	70,583	69,788	69,411	68,636	67,694	25.6	25.8	25.7	25.7	25.7	25.7	25.7
PHYSICS	10,811	11,070	10,815	10,417	10,003	9,521	9,208	9,113	9,058	8,958	8,836	25.6	25.8	25.8	25.7	25.8	25.8	25.8
CHEMISTRY	12,338	12,817	12,468	11,987	11,541	10,972	10,610	10,506	10,440	10,324	10,185	24.9	25.2	25.1	25.1	25.1	25.1	25.1
SCIENCES	52,341	52,000	51,197	49,554	47,307	45,128	43,663	43,169	42,933	42,456	41,873	26.1	26.2	26.1	26.1	26.2	26.1	26.2
HOME ECONOMICS	22,848	23,020	22,666	21,836	20,911	19,937	19,277	19,071	18,963	18,750	18,495	21.2	21.1	21.1	21.1	21.1	21.1	21.1
PHYSICAL EDUCATION	55,163	55,644	54,481	52,661	50,411	48,023	46,454	45,960	45,695	45,189	44,571	25.6	26.1	26.0	25.9	26.0	26.0	26.0
FINE ARTS	24,376	24,260	23,976	23,134	22,103	21,096	20,399	20,172	20,063	19,838	19,567	22.5	22.5	22.5	22.5	22.5	22.5	22.5
COMMERCIAL	57,576	58,034	56,796	54,929	52,571	50,079	48,458	47,929	47,653	47,126	46,481	25.2	25.2	25.2	25.2	25.2	25.2	25.2
VOCATIONAL	60,874	60,041	59,382	57,442	54,776	52,303	50,592	50,012	49,748	49,192	48,515	16.4	16.5	16.5	16.4	16.5	16.5	16.5
OTHER	1,401	1,646	1,537	1,461	1,437	1,352	1,307	1,299	1,288	1,274	1,258	21.7	22.2	21.9	21.9	22.0	21.9	22.0
LIBRARY & SUPERVISION	0	0	0	0	0	0	0	0	0	0	0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
GUIDANCE & COUNSELING	0	0	0	0	0	0	0	0	0	0	0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
ADMINISTRATIVE	0	0	0	0	0	0	0	0	0	0	0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
TOTAL ALL SUBJECTS	613,830	613,274	603,415	583,206	557,412	531,531	514,224	508,522	505,703	500,072	493,220	23.8	23.9	23.9	23.9	23.9	23.9	23.9

TABLE 8.26

PROJECTED DEMAND FOR SECONDARY SCHOOL TEACHERS, BY SUBJECT,
INCLUDING CALCULATED NEW HIRINGS IN ONTARIO

SUBJECT	TEACHER REQUIREMENTS, FULL-TIME EQUIVALENT											ADDITIONAL TEACHER DEMAND (NEW HIRING), FULL-TIME EQUIVALENT										
	ACTUAL 1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	ACTUAL 1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
ENGLISH	3,990	3,897	3,860	3,742	3,561	3,402	3,292	3,253	3,237	3,200	3,156	227	63	112	27	0	0	21	85	104	84	76
FRENCH	1,335	1,334	1,311	1,268	1,212	1,155	1,118	1,105	1,099	1,087	1,072	75	66	48	27	12	9	25	45	52	45	42
FRANCAIS	198	203	199	191	183	175	169	167	166	164	162	11	23	13	10	9	8	9	12	14	13	13
CLASSICS	117	129	124	118	115	109	105	104	103	102	101	- 7	14	0	0	0	0	0	1	2	2	2
OTHER LANGUAGES	268	285	275	264	255	242	234	232	230	228	225	0	29	4	2	4	0	4	10	9	9	8
HISTORY	1,755	1,692	1,674	1,631	1,548	1,479	1,432	1,414	1,407	1,392	1,372	126	0	26	0	0	0	0	18	28	20	15
SOCIAL STUDIES	821	807	800	773	737	704	681	673	670	662	653	40	15	23	4	0	0	4	10	22	17	15
GEOGRAPHY	1,790	1,804	1,771	1,709	1,637	1,560	1,509	1,492	1,484	1,467	1,447	13	61	13	0	0	0	0	20	28	19	16
MUSIC	623	631	620	597	572	546	528	522	519	513	506	28	46	28	17	13	10	16	27	29	27	25
MATHEMATICS	3,899	3,839	3,799	3,676	3,504	3,346	3,237	3,200	3,183	3,147	3,104	153	63	80	0	0	0	0	63	81	62	54
PHYSICS	498	506	495	478	458	436	422	417	415	410	405	4	17	0	0	- 4	- 7	0	4	7	4	4
CHEMISTRY	585	599	586	564	542	516	499	493	491	485	478	0	29	3	0	0	- 4	0	7	11	7	5
SCIENCES	2,366	2,342	2,312	2,237	2,134	2,037	1,970	1,948	1,937	1,916	1,889	100	46	43	0	0	0	0	39	49	39	32
HOME ECONOMICS	1,272	1,289	1,266	1,219	1,169	1,114	1,077	1,066	1,060	1,048	1,034	57	122	84	53	52	42	54	76	80	73	70
PHYSICAL EDUCATION	2,543	2,512	2,475	2,399	2,287	2,183	2,112	2,088	2,077	2,054	2,025	131	69	60	17	0	0	13	56	67	56	49
FINE ARTS	1,278	1,272	1,259	1,214	1,160	1,107	1,071	1,059	1,053	1,041	1,027	72	71	65	34	22	20	33	58	59	53	50
COMMERCIAL	2,696	2,721	2,664	2,575	2,465	2,348	2,272	2,247	2,234	2,210	2,179	69	126	50	9	0	0	13	60	70	59	52
VOCATIONAL	4,380	4,303	4,258	4,123	3,928	3,752	3,629	3,587	3,569	3,529	3,480	191	59	84	0	0	0	0	67	89	67	56
OTHER	76	87	83	79	77	73	70	70	69	68	68	- 6	14	1	0	2	0	0	3	2	2	3
LIBRARY & SUPERVISION	915	908	895	866	826	789	763	754	750	742	731	39	28	22	6	3	2	6	20	24	20	18
GUIDANCE & COUNSELING	1,525	1,513	1,492	1,443	1,377	1,314	1,271	1,257	1,250	1,236	1,219	64	47	37	10	6	4	10	33	40	33	29
ADMINISTRATIVE	3,354	3,328	3,281	3,174	3,030	2,891	2,797	2,765	2,750	2,720	2,682	141	103	81	22	12	9	21	73	88	72	65
TOTAL ALL SUBJECTS	36,284	36,001	35,499	34,340	32,777	31,278	30,258	29,913	29,753	29,421	29,015	1,528	1,111	877	238	131	93	229	791	955	783	699

TABLE 8.27A

PROJECTED NEW SECONDARY SCHOOL TEACHER GRADUATES,[1] BY SUBJECT, IN ONTARIO

SUBJECT	NEW TEACHER GRADUATES, FULL-TIME EQUIVALENT										
	ACTUAL 1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
ENGLISH	265	140	87	33	8	3	31	75	86	75	74
FRENCH	157	74	46	18	4	2	17	41	47	41	40
FRANCAIS	21	10	6	2	1	0	2	5	6	5	5
CLASSICS	45	21	13	5	1	0	5	11	13	12	11
OTHER LANGUAGES	5	3	2	1	0	0	1	1	2	1	1
HISTORY	147	88	55	20	5	2	19	47	54	47	46
SOCIAL STUDIES	100	64	40	14	3	1	14	34	38	34	33
GEOGRAPHY	171	76	50	19	4	2	18	43	50	43	43
MUSIC	71	38	24	9	2	1	8	20	23	20	20
MATHEMATICS	115	62	39	15	3	1	14	34	38	34	33
PHYSICS	16	9	5	2	0	0	2	5	5	5	5
CHEMISTRY	29	18	11	4	1	0	4	10	11	10	9
SCIENCES	286	107	74	30	6	2	27	65	74	65	64
HOME ECONOMICS	55	29	18	7	2	1	6	16	18	16	16
PHYSICAL EDUCATION	325	175	106	41	9	3	38	93	106	93	92
FINE ARTS	136	70	46	17	4	1	16	39	44	39	38
COMMERCIAL	163	79	50	19	4	2	18	44	50	44	43
VOCATIONAL	79	34	23	9	2	1	8	20	23	20	19
OTHER	438	177	112	46	10	4	42	100	115	101	99
LIBRARY & SUPERVISION	79	38	24	9	2	1	9	21	24	21	21
GUIDANCE & COUNSELING	131	64	40	16	3	1	15	35	40	35	35
ADMINISTRATIVE	289	140	89	34	8	3	32	77	88	78	76
TOTAL ALL SUBJECTS	3,123	1,516	960	370	82	31	346	836	955	839	823

[1]Based on assumption that new teacher graduates required would be equal to 70% of new hirings.

TABLE 8.27B

PROJECTED NEW SECONDARY SCHOOL TEACHER GRADUATES,[1] BY SUBJECT, IN ONTARIO

SUBJECT	NEW TEACHER GRADUATES, FULL-TIME EQUIVALENT										
	ACTUAL 1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
ENGLISH	265	138	90	89	90	90	90	90	90	90	90
FRENCH	157	74	48	49	49	49	49	49	49	49	49
FRANCAIS	21	10	6	7	6	6	6	6	6	6	6
CLASSICS	45	21	14	14	14	14	14	14	14	14	14
OTHER LANGUAGES	5	3	2	2	2	2	2	2	2	2	2
HISTORY	147	87	57	54	57	56	56	56	56	56	56
SOCIAL STUDIES	100	63	41	38	41	40	40	40	40	40	40
GEOGRAPHY	171	75	52	52	51	52	52	52	52	52	52
MUSIC	71	37	25	24	25	24	24	24	24	24	24
MATHEMATICS	115	61	41	40	40	40	40	40	40	40	40
PHYSICS	16	9	6	6	6	6	6	6	6	6	6
CHEMISTRY	29	18	12	11	12	12	11	12	11	11	11
SCIENCES	286	106	77	80	76	78	78	77	78	77	77
HOME ECONOMICS	55	29	19	19	19	19	19	19	19	19	19
PHYSICAL EDUCATION	325	173	110	110	112	111	111	111	111	111	111
FINE ARTS	136	69	48	46	47	47	46	47	47	46	46
COMMERCIAL	163	78	52	52	52	52	52	52	52	52	52
VOCATIONAL	79	33	24	24	23	24	24	23	24	24	24
OTHER	438	176	116	124	119	120	121	120	120	121	120
LIBRARY & SUPERVISION	79	38	25	25	25	25	25	25	25	25	25
GUIDANCE & COUNSELING	131	63	42	42	42	42	42	42	42	42	42
ADMINISTRATIVE	289	139	92	93	93	93	93	92	93	92	92
TOTAL ALL SUBJECTS	3,123	1,500	999	1,001	1,001	1,002	1,001	999	1,001	999	998

[1]Based on assumption that supply of new teacher grduates would be reduced to 1,000 in 1979 and would remain at that level up to 1987.

TABLE 8.28A

PROJECTED SECONDARY SCHOOL TEACHER SUPPLY,[1] BY SUBJECT, IN ONTARIO

SUBJECT	TEACHER SUPPLY, FULL-TIME EQUIVALENT										
	ACTUAL 1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
ENGLISH	3,990	3,979	3,912	3,798	3,657	3,517	3,413	3,359	3,319	3,269	3,220
FRENCH	1,335	1,342	1,315	1,262	1,197	1,133	1,039	1,072	1,062	1,047	1,031
FRANCAIS	198	189	178	164	150	136	125	118	113	107	102
CLASSICS	117	136	146	147	144	140	141	148	157	165	172
OTHER LANGUAGES	268	257	246	234	222	210	200	191	183	174	166
HISTORY	1,755	1,799	1,807	1,783	1,742	1,699	1,675	1,680	1,692	1,697	1,701
SOCIAL STUDIES	821	857	865	846	817	786	770	775	784	789	793
GEOGRAPHY	1,790	1,819	1,823	1,799	1,757	1,715	1,691	1,692	1,701	1,702	1,703
MUSIC	623	622	607	576	541	507	482	471	464	454	445
MATHEMATICS	3,899	3,837	3,754	3,654	3,541	3,430	3,337	3,266	3,202	3,136	3,071
PHYSICS	498	497	490	481	470	459	450	445	440	435	430
CHEMISTRY	585	587	582	570	555	540	529	525	522	518	513
SCIENCES	2,366	2,404	2,404	2,358	2,290	2,220	2,178	2,176	2,183	2,181	2,178
HOME ECONOMICS	1,272	1,188	1,102	1,018	931	852	786	735	691	649	610
PHYSICAL EDUCATION	2,543	2,623	2,629	2,571	2,479	2,385	2,332	2,338	2,357	2,362	2,366
FINE ARTS	1,278	1,270	1,237	1,175	1,104	1,034	984	961	945	925	905
COMMERCIAL	2,696	2,671	2,616	2,539	2,445	2,353	2,282	2,240	2,206	2,167	2,128
VOCATIONAL	4,380	4,277	4,171	4,056	3,934	3,816	3,709	3,617	3,531	3,444	3,359
OTHER	76	257	360	390	381	366	391	475	571	648	719
LIBRARY & SUPERVISION	915	918	907	883	851	819	797	789	784	776	768
GUIDANCE & COUNSELING	1,525	1,531	1,512	1,471	1,418	1,365	1,328	1,314	1,306	1,293	1,281
ADMINISTRATIVE	3,354	3,367	3,327	3,236	3,119	3,003	2,922	2,891	2,874	2,846	2,817
TOTAL ALL SUBJECTS	36,284	36,427	35,990	35,011	33,745	32,485	31,611	31,278	31,087	30,784	30,478

[1]Based on Table 8.27A.

TABLE 8.28B

PROJECTED SECONDARY SCHOOL TEACHER SUPPLY,[1] BY SUBJECT, IN ONTARIO

SUBJECT	TEACHER SUPPLY, FULL-TIME EQUIVALENT										
	ACTUAL 1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
ENGLISH	3,990	3,976	3,913	3,858	3,801	3,747	3,697	3,648	3,601	3,556	3,512
FRENCH	1,335	1,342	1,317	1,296	1,277	1,258	1,241	1,224	1,208	1,193	1,179
FRANCAIS	198	189	178	169	159	150	142	135	129	123	118
CLASSICS	117	136	147	157	167	177	187	196	205	214	223
OTHER LANGUAGES	268	257	246	235	225	215	206	197	189	181	174
HISTORY	1,755	1,798	1,808	1,819	1,830	1,840	1,851	1,861	1,871	1,880	1,889
SOCIAL STUDIES	821	856	865	870	879	886	893	900	907	913	919
GEOGRAPHY	1,790	1,818	1,824	1,834	1,839	1,846	1,853	1,860	1,867	1,874	1,880
MUSIC	623	621	607	592	579	566	554	543	532	522	513
MATHEMATICS	3,899	3,836	3,755	3,680	3,604	3,531	3,461	3,393	3,327	3,263	3,201
PHYSICS	498	497	491	486	481	476	471	466	461	456	452
CHEMISTRY	585	587	583	578	574	571	567	564	560	556	552
SCIENCES	2,366	2,403	2,406	2,411	2,413	2,417	2,421	2,424	2,427	2,429	2,431
HOME ECONOMICS	1,272	1,188	1,103	1,032	962	899	842	790	742	698	658
PHYSICAL EDUCATION	2,543	2,621	2,631	2,645	2,658	2,670	2,682	2,693	2,704	2,714	2,724
FINE ARTS	1,278	1,269	1,238	1,206	1,178	1,151	1,125	1,102	1,080	1,058	1,038
COMMERCIAL	2,696	2,670	2,617	2,574	2,528	2,484	2,443	2,403	2,365	2,328	2,292
VOCATIONAL	4,380	4,276	4,171	4,071	3,970	3,874	3,781	3,690	3,603	3,518	3,436
OTHER	76	256	363	474	574	670	763	850	933	1,013	1,088
LIBRARY & SUPERVISION	915	918	908	900	891	883	875	868	861	855	848
GUIDANCE & COUNSELING	1,525	1,530	1,513	1,499	1,485	1,471	1,459	1,447	1,436	1,424	1,414
ADMINISTRATIVE	3,354	3,366	3,329	3,299	3,267	3,237	3,210	3,183	3,158	3,134	3,111
TOTAL ALL SUBJECTS	36,284	36,410	36,013	35,685	35,341	35,019	34,724	34,437	34,166	33,902	33,652

[1]Based on Table 8.27B.

TABLE 8.29A

PROJECTED ADDITIONAL SURPLUS OR DEFICIT, OF ONTARIO SECONDARY SCHOOL TEACHERS, BY SUBJECT
(based on supply of teacher graduates shown in Table 8.28A)

SUBJECT	SURPLUS STOCK OF TEACHERS, FULL-TIME EQUIVALENT - SUPPLY MINUS DEMAND										
	ACTUAL 1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
ENGLISH	0	82	52	56	96	115	121	106	82	69	64
FRENCH	0	8	4	- 6	- 15	- 22	- 29	- 33	- 37	- 40	- 41
FRANCAIS	0	- 14	- 21	- 27	- 33	- 39	- 44	- 49	- 53	- 57	- 60
CLASSICS	0	7	22	29	29	31	36	44	54	63	71
OTHER LANGUAGES	0	- 28	- 29	- 30	- 33	- 32	- 34	- 41	- 47	- 54	- 59
HISTORY	0	107	133	152	194	220	243	266	285	305	329
SOCIAL STUDIES	0	50	65	73	80	82	89	102	114	127	140
GEOGRAPHY	0	15	52	90	120	155	182	200	217	235	256
MUSIC	0	9	- 13	- 21	- 31	- 39	- 46	- 51	- 55	- 59	- 61
MATHEMATICS	0	2	- 45	- 22	37	84	100	66	19	- 11	- 33
PHYSICS	0	9	- 5	3	12	23	28	28	25	25	25
CHEMISTRY	0	- 12	- 4	6	13	24	30	32	31	33	35
SCIENCES	0	62	92	121	156	183	208	228	246	265	289
HOME ECONOMICS	0	-101	-164	-201	-238	-262	-291	-331	-369	-399	-424
PHYSICAL EDUCATION	0	111	154	172	192	202	220	250	280	308	341
FINE ARTS	0	- 2	- 22	- 39	- 56	- 73	- 87	- 98	-108	-116	-122
COMMERCIAL	0	- 50	- 48	- 36	- 20	5	10	- 7	- 28	- 43	- 51
VOCATIONAL	0	- 26	- 87	- 67	6	64	80	30	- 38	- 85	-121
OTHER	0	170	277	311	304	293	321	405	502	580	651
LIBRARY & SUPERVISION	0	10	12	17	25	30	34	35	34	34	37
GUIDANCE & COUNSELING	0	18	20	28	41	51	57	56	56	57	62
ADMINISTRATIVE	0	39	46	62	89	112	125	126	124	126	135
TOTAL ALL SUBJECTS	0	426	491	671	968	1,207	1,353	1,365	1,334	1,363	1,463

TABLE 8.29B

PROJECTED ADDITIONAL SURPLUS OR DEFICIT, OF ONTARIO SECONDARY SCHOOL TEACHERS, BY SUBJECT
(based on supply of teacher graduates shown in Table 8.28B)

SUBJECT	SURPLUS STOCK OF TEACHERS, FULL-TIME EQUIVALENT - SUPPLY MINUS DEMAND										
	ACTUAL 1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
ENGLISH	0	79	53	116	240	345	405	395	364	356	356
FRENCH	0	8	6	28	65	103	123	119	109	106	107
FRANCAIS	0	- 14	- 21	- 22	- 24	- 25	- 27	- 32	- 37	- 41	- 44
CLASSICS	0	7	23	39	52	68	82	92	102	112	122
OTHER LANGUAGES	0	- 28	- 29	- 29	- 30	- 27	- 28	- 35	- 41	- 47	- 51
HISTORY	0	106	134	188	282	361	419	447	464	488	517
SOCIAL STUDIES	0	49	65	97	142	182	212	227	237	251	266
GEOGRAPHY	0	14	53	125	202	286	344	368	383	407	433
MUSIC	0	- 10	- 13	- 5	7	20	26	21	13	9	7
MATHEMATICS	0	- 3	- 44	4	100	185	224	193	144	116	97
PHYSICS	0	- 9	- 4	8	23	40	49	49	46	46	47
CHEMISTRY	0	- 12	- 3	14	32	55	68	71	69	71	74
SCIENCES	0	61	94	174	279	380	451	476	490	513	542
HOME ECONOMICS	0	-101	-163	- 187	- 207	- 215	- 235	- 276	- 318	- 350	- 376
PHYSICAL EDUCATION	0	109	156	246	371	487	570	605	627	660	699
FINE ARTS	0	- 3	- 21	- 8	18	44	54	43	27	17	11
COMMERCIAL	0	- 51	- 47	- 1	63	136	171	156	131	118	113
VOCATIONAL	0	- 27	- 87	- 52	42	122	152	103	34	- 11	- 44
OTHER	0	169	280	395	497	597	693	780	864	945	1,020
LIBRARY & SUPERVISION	0	10	13	34	65	94	112	114	111	113	117
GUIDANCE & COUNSELING	0	17	21	56	108	157	188	190	186	188	195
ADMINISTRATIVE	0	38	48	125	237	346	413	418	408	414	429
TOTAL ALL SUBJECTS	0	409	514	1,345	2,564	3,741	4,466	4,524	4,413	4,481	4,637

TABLE 8.30

HISTORIC AND PROJECTED SOURCES OF ACQUISITION OF SECONDARY SCHOOL TEACHERS IN ONTARIO

REASON	ACTUAL					PROJECTED									
	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
FROM ELEMENTARY & SECONDARY	37	27	58	30	222	70	65	22	10	8	19	64	79	65	57
FROM TRAINABLE MENTALLY RETARDED	2	6	6	4	5	3	2	1	0	0	1	2	3	2	2
OUTSIDE ONTARIO	129	115	117	119	66	59	44	12	7	5	11	40	48	39	35
ON EXCHANGE	53	37	53	62	90	43	37	11	6	4	10	34	42	34	30
LETTER OF STANDING	64	80	88	72	24	35	24	6	4	2	6	21	26	21	19
LETTER OF PERMISSION	0	170	166	123	40	63	41	10	6	4	11	37	44	36	33
TEMPORARY CERTIFICATE	18	23	49	45	34	25	19	5	3	2	5	18	21	17	15
NEW GRADUATES	1,996	1,594	1,412	1,672	1,050	814	645	171	95	68	166	575	694	569	508
PART-TIME	218	239	235	190	286	244	242	237	157	155	204	211	211	208	206
OTHER	699	424	588	580	240	457	414	333	260	245	314	337	331	327	325
RE-ENTRIES	606	496	685	522	560	593	558	522	363	351	459	481	477	472	467
TOTAL ACQUISITIONS	3,822	3,210	3,456	3,419	2,614	2,405	2,091	1,330	911	843	1,206	1,820	1,974	1,790	1,697

TABLE 8.31

HISTORIC AND PROJECTED REASONS FOR WITHDRAWALS OF SECONDARY SCHOOL TEACHERS IN ONTARIO

REASON	ACTUAL					PROJECTED									
	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
TEACH IN ONTARIO	115	140	163	112	166	153	147	154	145	138	133	128	127	126	125
TEACH OUTSIDE	127	189	141	137	88	124	116	107	110	103	98	96	94	93	92
TEACH TRAINABLE MENTALLY RETARDED	3	12	3	3	0	2	1	1	1	1	1	1	1	1	1
TEACH PART-TIME	195	222	191	183	145	177	169	161	162	153	145	141	139	138	137
TEACH IN CAAT	24	27	11	8	7	9	8	8	8	7	7	7	7	7	7
ON EXCHANGE	36	30	51	63	85	70	74	76	70	68	65	63	62	62	61
ENROL IN UNIVERSITY	219	250	217	222	159	203	195	182	185	174	165	161	159	158	156
ADMINISTRATIVE	136	192	194	186	182	193	189	186	181	172	164	159	157	157	155
EMPLOY OUTSIDE	551	600	484	465	295	421	393	362	374	350	331	324	319	317	314
HOUSEHOLD, MARRY	648	627	543	528	365	487	460	429	438	411	389	381	374	373	369
RETIREMENT	414	317	304	361	335	345	350	339	329	316	300	291	287	286	282
ILLNESS	38	46	53	47	46	50	48	47	46	44	42	41	40	40	40
DEATH	36	58	39	49	53	49	51	51	48	47	44	43	42	42	42
OTHER	408	338	425	375	381	406	391	387	377	358	342	332	327	326	322
TOTAL WITHDRAWAL	2,960	3,045	2,814	2,737	2,308	2,687	2,592	2,489	2,473	2,341	2,226	2,166	2,134	2,124	2,101

instance, in boards with widely dispersed populations -- there is no way the decrease in administrative staff can be proportional to the decline in students (or in number of teachers, for that matter). The information for combined elementary and secondary schools in recent years from the education staff record of the Ministry of Education are in Table 8.32.

It seems impossible to determine exactly how many supervisory or administrative officers (including consultants, coordinators, etc.) there are in the system as a whole. The figures of Table 8.34 indicate they reach up to 21% of the staffs of schools alone.[1] I note that Scott, Hickcox, McLeod, and Ryan, in their Working Paper #9 for this Commission, were careful to report such staff only for the 11 boards in their sample. From the figures given on p. 39 of their report, one may deduce that the 11 boards began with 120 supervisory officer positions, have lost 17 (14.17%) and expect to lose eight more for a total of 25 (20.83%).[2] During the period total enrolment declined (see pp. 7 and 8) from 284,928 in 1972-73 to 251,346 in 1977-78, or by 33,582 (11.79%). The first seven boards project a further loss by 1982-83, from an enrolment of 203,350 in 1977-78 to 163,110 (19.79%), so overall possibly the decline in supervisory or central office will bear some relationship to the decline in enrolment. The sample used was carefully chosen, but nevertheless I hesitate to generalize and conclude that for the province as a whole reductions in the supervisory staff are more or less proportional to declines in enrolment. What is clear, however, is that cutbacks in staff are being made in the supervisory officer class and in other categories of central office staff, which is referred to very frequently in a pejorative sense as "the administration".

It is essential to avoid misunderstanding on this matter of staff cutbacks at various levels, and therefore I recommend:

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[1] The number of full-time teachers plus full-time equivalents of part-time teachers equals 99,003, which, combined with full-time and full-time equivalents of other staff (26,756) totals 125,759.

[2] See also the Report on Principals by Brown, O'Toole, DeFour, Working Paper #13, Commission on Declining School Enrolments in Ontario, 1978.

TABLE 8.32

Classification of Teachers by Type of Position Held[1] for All Schools

Year (Sept)		Enrolment	Position in System					
			Regular Class Teacher	Prin.	Vice-Prin.	Chair., Dept. Hd. Asst. D. Hd.	Others[2]	Total
1971	No.	2,031,360	Not Avail.	Not Avail.	Not Avail.	Not Avail.	Not Avail.	Not Avail.
	%	100.00						
1972-73	No.	2,028,114	74,182	4,465	2,333	9,873	4,235	95,088
	%	99.84	78.02	4.70	2.45	10.38	4.45	100.00
1973-74	No.	2,008,610	71,713	4,371	2,257	9,167	5,019	92,527
	%	98.88	77.51	4.72	2.44	9.91	5.42	100.00
1974-75	No.	1,994,489	72,551	4,393	2,260	9,336	4,530	93,070
	%	98.18	77.95	4.72	2.43	10.03	4.87	100.00
1975	No.	1,994,638	73,699	4,392	2,271	7,475	6,609	94,446
	%	98.19	78.04	4.65	2.40	7.91	7.00	100.00
1976	No.	1,973,140	73,609	4,340	2,309	7,440	6,729	94,427
	%	97.13	77.95	4.60	2.44	7.88	7.13	100.00
1977	No.	1,943,226	72,796	4,307	2,310	7,578	6,891	93,882
	%	95.66	77.54	4.59	2.46	8.07	7.34	100.00

(1) Taken from a different information file in Ministry and hence do not necessarily check with figures given in actual tables of the Report of the Minister. Change also made in "year" in 1975. See also Table 8.1 and Table 8.2 for public schools.

(2) Consultant, Coordinators, Supervisors, Others, Not Reported; these data refer only to those employed in schools, not in the system as a whole.

TABLE 8.33

ANALYSIS OF ONTARIO SCHOOL STAFF, BY TEACHERS AND OTHER STAFF (1975)
TEACHER AND OTHER SPECIFIED STAFF, SEPTEMBER 1975

STAFF	PUBLIC	ROMAN CATHOLIC SEPARATE	TOTAL ELEMENTARY	SECONDARY	TOTAL ALL SCHOOLS
TEACHERS					
NUMBER OF FULL-TIME TEACHERS	40,711	17,456	58,167	34,826	92,993
NUMBER OF PART-TIME TEACHERS	6,676	4,732	11,408	1,273	12,681
FULL-TIME EQUIVALENT OF PART-TIME TEACHERS	2,808	2,248	5,056	641	5,697
OTHER STAFF					
PAID TEACHER AIDES					
FULL-TIME	653	165	818	216	1,034
PART-TIME	815	202	1,017	168	1,185
FULL-TIME EQUIVALENT OF PART-TIME	297	72	369	55	424
AUDIO-VISUAL TECHNICIANS, LABORATORY TECHNICIANS, AND EDUCATION RESOURCE TECHNICIANS					
FULL-TIME	55	14	69	425	494
PART-TIME	221	56	277	124	401
FULL-TIME EQUIVALENT OF PART-TIME	45	19	64	41	105
VOLUNTEER TEACHER AIDES					
PART-TIME	12,618	2,200	14,818	342	15,160
FULL-TIME EQUIVALENT OF ABOVE	996	177	1,173	27	1,200
OFFICE STAFF*					
FULL-TIME	1,509	547	2,056	2,968	5,024
PART-TIME	1,838	970	2,808	277	3,085
FULL-TIME EQUIVALENT OF PART-TIME	941	470	1,411	138	1,549
SCHOOL BUSINESS MANAGERS					
FULL-TIME	4	7	11	69	80
PART-TIME	4	6	10	1	11
FULL-TIME EQUIVALENT OF PART-TIME	1	4	5	--	5

*Office staff includes secretaries, stenographers, typists, etc.

Source: See Table 8.32.

TABLE 8.34

ANALYSIS OF ONTARIO SCHOOL STAFF, BY TEACHERS AND OTHER STAFF (1976)
TEACHER AND OTHER SPECIFIED STAFF, SEPTEMBER 1976

STAFF	PUBLIC	ROMAN CATHOLIC SEPARATE	TOTAL ELEMENTARY	SECONDARY	TOTAL ALL SCHOOLS
TEACHERS					
NUMBER OF FULL-TIME TEACHERS	40,464	17,343	57,807	35,352	93,160
NUMBER OF PART-TIME TEACHERS	6,161	4,842	11,458	1,355	12,813
FULL-TIME EQUIVALENT OF PART-TIME TEACHERS	2,854	2,295	5,149	694	5,843
OTHER STAFF					
PAID TEACHER AIDES					
FULL-TIME	697	178	875	188	1,063
PART-TIME	755	228	983	187	1,170
FULL-TIME EQUIVALENT OF PART-TIME	275	100	375	55	430
AUDIO-VISUAL TECHNICIANS, LABORATORY TECHNICIANS, AND EDUCATION RESOURCE TECHNICIANS					
FULL-TIME	60	17	77	396	473
PART-TIME	198	48	246	120	366
FULL-TIME EQUIVALENT OF PART-TIME	42	17	58	41	99
VOLUNTEER TEACHER AIDES					
PART-TIME	12,772	2,280	15,052	309	15,361
FULL-TIME EQUIVALENT OF PART-TIME	932	190	1,122	28	1,150
OFFICE STAFF*					
FULL-TIME	1,556	581	2,137	2,916	5,053
PART-TIME	1,755	987	2,742	289	3,031
FULL-TIME EQUIVALENT OF PART-TIME	909	471	1,380	145	1,525
SCHOOL BUSINESS MANAGERS					
FULL-TIME	5	3	8	70	78
PART-TIME	3	3	6	--	6
FULL-TIME EQUIVALENT OF PART-TIME	2	1	3	--	3
OTHER**					
FULL-TIME	455	215	670	448	1,118
PART-TIME	864	353	1,217	188	1,405
FULL-TIME EQUIVALENT OF PART-TIME	247	91	339	64	403

*Office staff includes secretaries, stenographers, typists, etc.
**Not reported previous year.
Source: See Table 8.32.

> The Minister of Education collect and distribute annually complete information in regard to the number, qualifications, age and sex of all categories of school staff, including support staff, employed by school board in this province.[1]

With no official or adequate evidence upon which to base my comments and conclusions, not even total numbers for the province, I cannot discuss reasonably such matters as salaries, certification and qualifications, types of appointment, conditions of employment and fringe benefits such as superannuation (presumably under the Teacher's Superannuation Fund). I believe that all of the administrative and supervisory staff -- or nearly all of them -- hold teaching certificates valid in Ontario, but the only other generalization it is reasonably safe to make is that conditions in regard to all these factors vary widely from board to board and are changing from year to year, in part, at least, as a resuit of the pressures arising from enrolment declines. Some of the groups have associations of their own, such as the school business officials and the powerful group which makes up OAEAO (Ontario Association of Education Administrative Officials), but in most other respects the "lesser lights" are classified with the teachers, not with management. Perhaps we don't need to unscramble this one for our present purpose, but at least it would help the Minister if she had a clear view of the whole education scene in the province.

On one point I do wish to comment, since it arises directly as one of the implications of declining school enrolments. As is well known now, and as we have widely publicized, mobility within the school system has practically disappeared.[2] The school system will "freeze solid" unless we deliberately crack it open and stir it up through artificial means. Horizontal mobility can be built in fairly easily, through exchanges and transfers at the same level, without risking either seniority or security, and this should be done as much as possible, as I state elsewhere, through the use of such means as study leaves and other

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[1] Complete data are not given in the 1977 Report of the Minister, although they were for 1975 and 1976.

[2] For a discussion of the effects, see Hunt and Hunt, Working Paper #12, Commission on Declining School Enrolments in Ontario, 1978.

forms of leaves of absence and secondments (to the Ministry, universities, community colleges and OISE).

To introduce vertical mobility, while at the same time protecting seniority and job security, means setting up what many would view an artificial cycling process of promotions and returns to the ranks on a short-term basis. Traditionally, appointment to a senior administrative position has been for life (a life sentence, as one wag who is an incumbent phrased it), although legally and in actuality the position is at the pleasure of the board (and some boards have recently, under pressure, revealed their displeasure). With the present change in administrative organization and style from bureaucratic to political, there are strong reasons to change the pattern and move to term rather than life appointments. It is not an untried move in education; it has worked successfully within the university system, from the presidency down to the chairmanships or heads of departments. (The system does not apply, of course, on the business administrative side or in computer organizations where specific expert technical skills are required, except where a position is a purely administrative one.) For academic supervisory staff it would seem reasonable to have three-year term appointment (with reversion to the teaching ranks) for junior positions. For senior positions there could be five-year terms (possibly seven for the director) with reversion to lower administrative positions or to teaching, if the incumbent so desires and is properly qualified. If the administrative positions were so structured that only a modest supplement were paid during the years of incumbency, which is rapidly becoming standard practice in the universities (except for the position of president), the cycling process would cost little and work no real hardship financially or otherwise on the incumbent -- or on the board and the taxpayers. When the system is initially introduced, the present incumbents would be deemed to have just commenced their duties and would, upon completion of a first term, be eligible to apply for and, subject to either a thorough review or the findings of a full search committee, be appointed for a second term. Following that second term, however, a period in length equal to one full term should have to elapse before the former incumbent would be eligible to apply for and be appointed again to his previous position. No person should stay in the same office

longer than two terms. At any time, of course, following the first term or the second term, the incumbent would be eligible to apply for a different administrative position (or a teaching position) with the board, subject, of course, to open competition and search committee procedures. Accordingly, I recommend:

> The Minister of Education amend the Acts and Regulations to provide for term appointments for all supervisory and administrative positions for each board in the province, and the Regulations specify the period and conditions of such term appointments, including the amount of stipend which may be paid and recognized for legislative grant purposes.[1]

The suggestions, based on my university experience, immediately preceding this recommendation, may be used as guidelines. The salary of the person removed from incumbency after expiration of the term of office should be "red-circled" until such time as, in the natural course of events, the usual salary increases close the gap. In the highly unlikely event of a period of deflation, such as occurred during the Great Depression of the 1930's, the red-circled salary would be automatically "deflated" each year (using the Consumer Price Index, for example) until it fell within the normal salary range of the new position.

These recommendations will not increase the costs of education in our province. They won't decrease them either, but they should provide for a livelier, healthier and more forward-looking and innovative administration of our schools. They will also, through increased mobility (especially vertical) improve greatly the spirit and morale of all categories of the teaching staff.

8.4 Support Staff

Since I could find very little published information about support staff in our schools, except the data reported in Tables 8.33 and 8.34 for 1975 and 1976, I commissioned a special study, by Lawton and Boodoo, which has been published as this Commission's Working Paper #10, entitled

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[1] The same practice should apply, under the same conditions, to employees of the Ministry of Education, at the central offices and in the regional offices.

The Impact of Declining School Enrolments on Non-Certificated Staff in Ontario. By "non-certificated" was meant those members of staff of a board who do not hold a teaching certificate valid in Ontario. The categorization scheme used in the study was the Ministry of Education's Uniform Code of Accounts, largely because of its detailed classification scheme for non-certificated staff, its cross-classifications of staff and its close linkage to the allocation of resources in school boards, all of which enables one to conduct financial as well as staffing analyses.

To secure data the researchers selected a sample of 12 school boards, as closely as possible representative of the diversity of school boards in Ontario. Other sources were the Ministry of Education, the Ontario Institute for Studies in Education, the Ontario Municipal Employees Retirement Board (OMERS) and the Ontario Board of Examiners in Psychology. Qualitative data were secured by interviews with individuals representing the Canadian Union of Public Employees and the Ontario Psychological Association. Rates of attrition due to retirement, disability and mortality for these staffs were secured from a publication by Anthony, et al (1976, pp. 84-86). The study was concerned with business administration, technical and specialized services and secretarial, clerical, plant operation, maintenance, transportation, educational services, attendance, health and food services staffs.

Projections were made to 1986, using the normative approach, i.e., ratios of non-certificated to certificated staff, non-certificated staff to students and non-certificated staff to schools. No attempt was made to project other than overall figures, except by functional category for the sample boards, because of the tremendous variety of non-certificated staff positions. For the totals, however, both supply and demand were considered over the period from 1976 to 1986. Projections for demand were based on projected enrolment of students, using current ratios of staff to students, but supply was estimated on the basis of existing stock reduced by attrition of those over 55 years of age. Basically, four major questions were considered: (1) what is an appropriate number of non-certificated staff for a given school board? (2) what will be the future demand for non-certificated staff? (3) what will be the

future supply of non-certificated staff? and (4) what are the implications of the balance between this supply and demand?

The general findings of the study indicate that while the average board will probably be able to hire additional non-certificated staff in the coming years, the boards will vary greatly in the balance of supply and demand. Public school boards, since their schools tend to be larger, will have greater flexibility than separate school boards. City boards have higher ratios of non-certificated staff to regular teachers than county and district boards and in the projections these ratios did not decline as rapidly as enrolment (a lag arising from factors not immediately affected by enrolment declines). Surpluses of staff will show up in large boards (especially public) in a city or suburban district experiencing a rapid rate of decline in school enrolment.

In many categories the non-certificated staff seem to be assigned to individual schools by formula. The others were either central office staff or assigned according to "need" (undefined). The formulae used were based on number of students, of teachers or of classes, all of which often resulted in dramatic changes in numbers of non-certificated staff. There is unlikely to be any sudden or massive lay-offs of support staff, although some members of staff will be dismissed as enrolments decline. But in general attrition has been and will be able to solve many if not all the problems. The major management problem apparently arises because of the uncertainty, from year to year, about the size and form of the provincial grants. Many staff members, facing these uncertainties, have clauses related to seniority and lay-offs in their collective agreements. It should be noted that seniority is often defined within specified functional areas or hierarchical level and there are clauses refering to bumping and grievance procedures. The practice of boards to "contract out" to private companies for maintenance, operations, and transportation services poses a far greater threat to job security than does declining enrolments.

In summing up, the authors concluded that the current staffing patterns for non-certificated employees are reasonable, the number of

such staff could decline from about 31,700 in 1976 to about 22,700 in 1986 for the province as a whole, but since this will be largely covered by attrition (except for a few boards) the employment outlook for non-certificated staff is good -- provided the practice of contracting out for services does not become widespread. There may be more part-time employees used as enrolments decline, so the protection of their rights -- and fringe benefits -- especially in regard to pensions, assumes importance. Aging of staff will, of course, also become a problem as fewer young workers are hired.

To protect non-certificated staff of school boards both short-term and long-term plans will have to be developed. Accordingly, I recommend:

> Each school board prepare immediately, for submission to the Ministry of Education by June, 1979, short-term plans up to 1983 and long-term plans to 1988 covering the conditions of employment, supply and demand, remuneration and pensions of full-time and part-time non-certificated staff members, including plans, if any, for contracting out services at present or in the future.

The Minister of Education will, upon receipt of these reports, and following a review and compilation of the results, at least have the data needed to understand the situation in regard to support staff. I recommend that, in order to clarify the situation:

> The Ministry of Education conduct an investigation into the causes and effects of contracting out to determine the relative benefits to the education system and society as a whole, and that the Canadian Union of Public Employees and other interested labour and professional associations be directly involved in this investigation.

I recommend, further:

> A detailed staffing and cost study be made for secondary schools, similar to that already completed by Rideout (1977) for elementary schools, to include a review of formulae for allocating staff and a series of case studies of the roles played in education by non-certificated staff and their contributions to our schools.

I recommend:

> Where non-certificated staff, such as registered psychologists, are assigned to active work in special education programs, they be counted, in proportion to their involvement in the program, in the weighting factor for special education used in the calculation of legislative grants to school boards.

I am concerned that the relatively large number of small and incomplete bargaining units which exist may adversely affect the welfare of non-certificated staff members, particularly in cases where many members of staff do not belong to any bargaining unit. When they are fractionated in this way, or lack any union at all during a time of fierce competition for the reduced number of real education dollars, the non-certificated staff are almost certain to lose, relatively if not absolutely. Therefore, I support and advance the following part of the recommendation made by the Lawton-Boodoo study team:

> ... there be only two bargaining units involved with non-certified staff for each board, one for secretarial and clerical staff, lay assistants, attendance counsellors, audio-visual technicians, and psychologists, and the other for maintenance, operations, transportation, and cafeteria personnel.

I recommend, further:

> Every staff member be included in one of the bargaining units mentioned immediately above, or at least that strong encouragement to this end be provided by each school board.
>
> Part-time employees be included in the bargaining units and be granted the same fringe benefits, including pension opportunties, as full-time employees.

These recommendations do not carry implications for increased costs to education, and hence need not be costed out.

Methods of dealing with redundant teachers suggested in briefs to the Commission:

1. Term renewable contracts

   (a) There should be term appointments for resource teachers.

   (b) Modification of tenure to a renewable policy for a limited time period would serve a double purpose to improve the system, by giving teachers the opportunity to work part-time and giving the system the opportunity to inject new blood.

   (c) All future appointments to positions of administrative responsibility should be term appointments.

2. Lower PTR

   (a) Boards should increase the number of remedial speech teachers. This will enable many students with speech defects to have treatment more often and/or at an earlier age.

   (b) Redundant teachers could be used in supportive roles within the education system.

   (c) Boards should recognize the advantages in having support staff perform remedial functions in school on an every day basis.

   (d) More support staff should be channelled into guidance counselling for elementary school students.

3. Job sharing (part-time, etc.)

   (a) Part-time contracts for teachers near the bottom of the salary scale should be retained to allow time for further self-development. It is understood that in these cases, experience and recognition for service benefits would be maintained. Part-time contracts could perhaps be encouraged before they become essential.

   (b) Married persons should be encouraged to share a position.

   (c) In situations where there will be no loss to the quality of education, the Ministry should encourage the boards to allow teachers to contract to teach a fraction of full-time at a corresponding fraction of salary without loss of tenure or superannuation benefits. It is essential that such a reduction in contracted time be voluntary on the part of the teachers.

   (d) As an incentive for teachers to work a part timetable, they should be credited with a full year of superannuation for each half year worked, until such time as enrolment decline levels out.

(e) The boards' willingness to make part-time teaching more attractive would also provide teachers with the opportunity to investigate other careers, retrain, or upgrade their careers or qualifications, all of which they would normally not attempt to do in such uncertain economic times.

(f) High school teachers could teach part-time during the day and night classes for 2½ hours each evening. For example, grade 13 "catch-up" English and math -- especially for university entrance purposes -- could be taught at night. This would give teachers the same number of hours, i.e., 25 per week (12½, days; 12½, evenings). Full contributions to the Superannuation Fund would have to be maintained.

4. Mobility of senior teachers moving into jobs such as curriculum design, research, editing/writing for publishing companies, Canadian Armed Forces, External Affairs, CIDA

(a) The Canadian government should be petitioned to change its foreign aid program to increase the number of Ontario (Canadian) teachers in Third World countries. Such teachers' salaries would be paid from the foreign aid budget of the federal government. (An Ontario teaching position should be guaranteed at the end of this service, if desired.)

(b) A provincial program should be set up so Canadian publishers are subsidized for hiring Ontario teachers to write/produce Canadian textbooks (or fiction), if the teachers agree to take a leave of absence from their teaching positions to work full-time for the publishing firms.

(c) Teacher service in the Canadian Armed Forces should be encouraged by introducing a monetary incentive for any practising Ontario teacher who takes a leave to join the Armed Forces. (Ontario teaching positions should be guaranteed on return, if desired, plus credit in the Superannuation Fund.)

5. Teaching of adults (special training required), recreation, physical education, etc.

(a) The use of teachers with certification for full- and part-time positions in community colleges would aid in the utilization of a valuable human resource and, almost certainly, raise the quality of instruction.

(b) Boards should more actively seek out adult students in the community to encourage their return to day schools for the completion of graduation requirements.

(c) The Ministry of Education (or another appropriate ministry of the provincial government) should provide grants to school boards for adult students who enroll in non-credit programs in regular secondary schools.

(d) There should be concentration on the development of programs which offer meaningful employment of leisure time with heavy emphasis on life skills. Drop-in schools should be created to meet the needs of dropouts.

(e) The Acts and Regulations should be changed so that teachers for programs such as continuing education, night schools and day-care be certificated teachers under regular contract.

6. More data re: job location

(a) More information should be made available about the geographic location of jobs. More knowledge of jobs available in different regions of Ontario might provide sufficient incentive for a newly-trained teacher to relocate.
(Note: This type of information could be stored in a data bank.)

(b) The Ministry should establish a placement bureau for teachers.

7. Direction of students into specific fields

(a) At the same time as we are releasing teachers, we find ourselves required to hire other teachers to meet specialized needs. It is important that teachers now on staff become as qualified as possible in areas where it appears the system will have a need.

(b) As schools become smaller, the provision of special programming will require an increasing number of teachers of specialized subjects to work in more than one school. The only alternatives are to reduce the program or to employ more part-time staff. The latter is currently being done in some senior schools through the employment of a teacher who can teach a combination of special subjects or a special subject and part of the core curriculum.

8. Early retirement incentives

(a) It should become policy of the Ontario Secondary School Teacher's Federation that a teacher be allowed to combine part-time years of experience, or to pro-rate to full-time any part-time salaries earned during his last seven years of teaching for the purpose of calculating his "best seven years" average salary, so that he can receive the same pension as a teacher who has taught full-time the same number of years, other things being equal.

(b) Incentive schemes should be developed to encourage staff to retire at age 55 with an 85 factor, with payments to the Superannuation Fund adjusted as necessary.

(c) The government should provide special grants of 7½% of the last year's salary for each year the teacher retires early, with the percentage to be matched by the board, with a maximum

number of years (3), and with the money being paid to the teacher as part of the teacher's final year salary in the form of a final year salary bonus.

(d) Teachers' federations should be encouraged to set up funds similar to RRSPs, with voluntary contributions from teachers, so that they may retire earlier than with the 90 factor, if they wish, on their own savings until such time as they are eligible for their superannuation. Teachers should bear full responsibility for cost.

(e) One technique which would provide the teacher with time to adjust to early retirement would be a form of gradual retirement. The teacher could contract to teach two years at 80% of a full workload, two years at 60% and finally two years at 50%. At the end of the sixth year the teacher would retire.

The local collective agreement should be used to provide for cash payments to retiring teachers. Such payments could be a lump sum or spread over a few years. The funds would come from any savings realized by the hiring of less experienced teachers at lower salaries.

A teacher could go on a half-time schedule and acquire up to 10 years' full-time credit by additional payments into the Superannuation Fund.

9. Additional leaves of absence for personal as well as for education reasons, sabbatical leaves, leaves for retraining, etc. (with benefits)

(a) Education leave policies should be improved and expanded.

(b) A significant cash subsidy (e.g., $1,000) should be paid to any teacher who chooses to travel, study or otherwise leave the profession for a year. (A teaching position should be guaranteed at the end of the year, if desired.)

(c) The possibility should be explored of having teachers seconded by the Ministry or other Ontario boards for two or more years in jobs which match the redundant teacher's qualifications and experience.

(d) Teacher colleges should be encouraged to prepare week-long or month-long refresher or retraining courses, e.g., in French or physical education, for small groups of teachers. These short-term leaves of absence might be financed partly by the board and partly by the teachers involved.

(e) School boards should consider granting sabbaticals for study or work exchange. These sabbaticals, at 75% of the regular salary, would create a surplus of one-quarter of the applicant's salary, which could be applied to pay a redundant teacher who normally would be at the beginning of the salary

scale. Government grants could make up the difference in the latter's salary. Senior teachers could apply for these sabbaticals on a voluntary basis.

10. Transfers, exchanges (intra- and interprovincial)

    (a) To promote national unity and to have a better knowledge of the education systems of all the provinces, a professional cultural exchange could be set up for all Canada. On an annual or semi-annual basis, a teacher could be twinned with another teacher in another province. Team planning and team teaching would promote a better understanding of our country and its regional differences both for the students of a particular province and for the teachers involved. To encourage teachers to participate in the program, some bonus could be established for teachers who broaden their experience in more than one province.

    (b) A computer-based system facilitating intraprovincial (temporary) transfers of experienced teachers should be set up.

    (c) Some boards are actively encouraging intra-system transfers and limiting the length of terms of positions of responsibility. This should be encouraged.

    (d) The Ministry should attempt to create and facilitate more exchange opportunities between education jurisdictions, between Ministry and boards, between boards in Ontario, between provinces and between nations.

    (e) Boards should facilitate and encourage inter-school transfers.

    (f) Boards should facilitate and encourage teacher exchange programs between systems in the province, interprovincially and internationally.

    (g) Boards should facilitate and encourage exchange programs with the Ministry of Education and the teacher training institutions.

    (h) In programs related to industry and commerce, boards should facilitate and encourage exchange programs involving teachers and their counterparts in the private sector.

11. Specialized schools

    (a) The Ministry of Education should work with the Ministry of Manpower and Immigration to have upgrading programs at the secondary school level for applicants under 18 who have been out of school at least a year. (At present, 16-year-old dropouts can get on Manpower rolls and be paid a weekly allowance to attend a community college.)

12. Re-education

    (a) The elementary school collective agreements should contain provisions for a retraining allowance. The secondary school

agreements provide the opportunity for teachers declared redundant to avail themselves of the opportunity to retrain in subject areas other than their own fields of expertise for subsequent reassignment.

(b) Teachers should have to re-educate themselves and then teach outside the classroom, in the office and factory.

(c) Teachers presently employed should be expected to take re-training programs after a fixed interval without loss of salary or benefits.

(d) The Ministry should accept responsibility for the costs of retraining professional staff to meet provincial needs.

(e) Teachers who now have jobs in education should be guaranteed job protection, not necessarily in their present positions, but in jobs that would contribute to meeting education needs of the province.

Examples of Board Policies and Practices and Suggestions

(1) Waterloo County Board of Education (Brief #156) - Abstract

The following possibilities exist for those teachers who are still unplaced after staffing has been completed throughout the county:

(A) Placement as a supply teacher with no change in contract status.

(B) If funding is available, assignment to curriculum development and coordination and/or as additional support personnel (for example, guidance in junior schools, English as a Second Language, gifted students).

(C) Part-time work with commensurate pay.

(D) Night school or summer school teaching at hourly rates of pay, rather than under contract.

(E) Employment with the board to fill a vacancy in a non-teaching position suited to the teacher's talents, skills and qualifications, at a salary commensurate with the position.

(F) Leave of absence in accordance with board policy.

(G) Leave of absence for retraining through funding provided by federations and other agencies.

(2) The Palo Alto Early Retirement Program for Teachers

The progressive early retirement plan for teachers in Palo Alto, California, is a positive example of what can be done by school boards and teachers. It is available after 10 years of full-time satisfactory service and attainment of age 50.[1]

[1]See The Challenge of Declining Enrolment, Submission from the Ontario Secondary School Teacher's Federation to the Commission on Declining Enrolment, December, 1977, Appendix C, pp. 44-45.

A Proposal for Research Studies on Job-Sharing by Teachers

One obvious solution to the retention of more teachers is job-sharing. The author proposes to the Commission that it give serious consideration to recommending that a number of careful studies, including research in a number of jurisdictions to test out various models or formulae, be conducted in the next year or two, to determine the acceptability and effects of job sharing.

Possible Formulae

In the past, a full-time teaching assignment has referred either to the total instruction of one class or the teaching of one or more subjects to a specified set of classes. Both definitions are useful in a discussion of job-sharing.

In most elementary schools, the first definition would apply to job-sharing. Through some form of team planning and instruction, the teaching of a specified set of classes would be done by a number of teachers larger than the number of classes. The practical ratio limits would probably be 2:1 and 10:9. Toward the lower end (3:2, 4:2) the economic disadvantages would generally be too unattractive, while at the upper end (10:7, 10.8) the administrative problems would become too great and there would be reduced benefits in the number of positions "saved" by the procedure. Possible formulae would be 2:1; 3:2; 4:2; 5:3; 5:4; 6:3; 6:4, 6:5; 10:8; 10:9.

In general, those formulae in the middle of the series would be most attractive, with the closest to the ideal being 5:4. This grouping represents a manageable team size and would provide each teacher with one day per week for outside activities, either on a regular or a rotating basis, thereby minimizing administrative problems. Considering that each teacher would teach 80% of the time, with take-home pay of about 90% (see below) this should prove highly attractive for teachers

wishing to engage in professional and academic growth, hobbies, writing, curriculum committee work, limited travel, phasing-down to retirement, etc.

Using the second definition of a teaching assignment, job-sharing could apply across schools where the availability of options is threatened by low enrolments and teacher positions are thereby threatened. The use of a team of teachers to provide low-enrolment options on a rotation basis, with some members of the team travelling among schools, would meet this need provided administrative problems can be resolved.

The use of a special form of the 2:1 plan in secondary schools would enable teachers to work one semester and be free one. Or a school could program certain subjects in one semester only, as is already done in some jurisdictions.

An extreme application of the principle would provide for an individual having one year in, say, five years free, with salary provisions adjusted to pay equal amounts in the total number of years in the cycle, thereby maximizing tax advantages.

Some Special Considerations

(A) The most important provision would be to guarantee that the quality of instruction did not suffer. Fortunately, the past decade or so has seen school systems gain considerable experience in team teaching and planning, which could be used to advantage.

(B) Teachers volunteering for such a scheme would need a guarantee that participation made them no more vulnerable than their peers in further staff reductions.

(C) Teachers' superannuation positions would have to be protected. At present teachers may buy credit for certain non-teaching periods; the application of this policy to job-sharing situations requires clarification or policy.

(D) There would be significant tax benefits. In the 5:4 model referred to, if the teacher worked 80% of the regular period at a pro-rated salary, his take-home pay would be in excess of 90% of his previous take-home pay. Two reasons account for this: (1) The 20% of salary at the top of the teacher pay scale is subject to maximum tax percentages. In 1978, for amounts above $16,000 of taxable income the federal plus provincial rate is less than 50% (39% + 9.2%). For amounts above $28,000 the rate is about 55%. (2) Since the teacher's share of superannuation is 7% of gross salary, a savings would be realized of 7% on the 20% of salary involved.

(E) "Free" times provided by the plan would provide not only opportunities for the individual to pursue personal interests, but would also enable him to engage more readily in professional development and graduate programs.

(F) The plan at the secondary level would enable a board to retain thin options and teachers to practise their expertise.

(G) The scheme would provide flexible and varied opportunities for practice-teaching by teachers' college students, and the team teaching feature of the plan would also provide the best possible induction for beginning teachers.

(4) Lincoln County Board of Education (Brief #170) - Abstract

This brief outlines in detail the policies indicated below, plus some specific proposals for actions which can be taken. Copies of the brief can be secured through the Ministry of Education.

Public Elementary Schools

We expect that most of the reduction in staff will be accomplished by attrition. Another strategy that we are examining is short-term transfer from elementary to secondary schools. A policy has been developed to facilitate such a transfer. It is hoped, as the teachers return to the elementary panel in two or more years, that the return will offset the secondary enrolment decline when teaching staff is reduced.

Secondary Schools

The only experience we have had in the secondary panel regarding declining enrolment is in regard to what we call transferable teachers (i.e., involuntary transfers). We have not had to declare any teacher surplus or redundant but we have had to balance out declining enrolment schools with growing schools.

We wish we could be as optimistic about the solutions to the problems we will face in the secondary schools as we are about elementary school problems. Obviously the attrition rate is lower and the subject specialization is more of a restriction in placing teachers. As the secondary school enrolments become smaller, we will have to examine some or all of the possible options.

(5) OSSTF (Brief #6) - Abstract

(A) School boards and their teachers should attempt to develop co-operatively procedures dealing with staffing, transfer and temporary assignments.

(B) Each district should establish a pool of the names of competent released teachers and when teaching positions open within the district teachers from this pool should be given first opportunity for employment on the basis of experience.

(C) A study should be made of extending the concept of a district pool to that of a regional pool.

(D) The Minister of Education, in cooperation with the teachers' federations and the trustees' organizations, should establish a provincial teacher transfer-exchange program between boards, operated on a voluntary basis.

(E) The government should be urged to provide special incentives for school boards which cooperate with other boards in transfer programs of competent teachers.

(F) Boards of education should increase the availability of part-time teaching positions, sabbaticals and education improvement leaves and leaves-of-absence.

(G) Boards of education should be encouraged to develop processes that facilitate any necessary retraining of professional staff to meet changing needs.

(H) A joint effort should be made by the major partners in education to provide opportunities for teachers to expand subject fields to meet changing demands.

(I) The average class size should be adjusted so that the teacher can spend more time with the individual student.

(6) Thunder Bay, Job-Sharing Plan

It was reported that some high school teachers in Thunder Bay may soon get four years' salary spread over five years and take the fifth year off. Education officials elsewhere in Ontario say the idea could keep more teachers employed. Thunder Bay teachers and their board of education are still working on details of the plan, aimed at cutting a teacher surplus.

(A) Four Examples of Education Services Presently in Operation

Work Experience Program For Students With Poor Inter-Personal Relationships and Low Skills

There are a significant number of Level 2 (Basic Education) and Level 3 (Occupational) students who leave school when they reach age 16. Many of them are unable to obtain jobs and therefore remain at home and are idle in the community. This program is designed to bridge the gap between school and a full-time job.

Metrication and Alcan

The apprentices of Alcan, one of the largest local employers, are presently attending a local high school for 2 hours each week for 12 weeks taking a course on metrication.

Trades Training

When student selection of the courses offered in air conditioning and refrigeration in a local high school dropped substantially, the technical director arranged a meeting with a senior official of Manpower in Kingston. As a result of this meeting and collaboration with St. Lawrence College of Applied Arts and Technology, it was agreed that a program for air conditioning and refrigeration technicians could be given, using existing facilities and the teacher. This resulted in a program being maintained for secondary school students and a new program started for adults.

The Secondary School And Senior Citizens

Our community, like most in this province, has a rapidly expanding group of senior citizens. We believe the secondary school can and should play an important role in the enrichment of the daily lives of

our senior citizens. Many schools are now making use of the availability of senior citizens to provide our students with all kinds of assistance.

(B) Some Alternatives for the Schools and the Community

Work Force Preparation

Our education system must become more responsive to the realities of our emerging profile of economic growth and our future labour requirements. The teachers must know the community and try to anticipate the needs of business and industry.

Job Expectations

The expectations of most young job seekers and their parents remains high. We must train our young citizens to use their talents and abilities under a variety of social and economic circumstances. Youth responds to a challenge. With minor adjustments to existing relationships between business education and technical teachers we could produce a number of small business enterprises which could be practical and efficient.

Merchandising of Empty Seats

In many parts of the world there is a desperate shortage of secondary school facilities and teachers. This community has 40 to 50 students from Hong Kong, Malaysia, South America and the Middle East who travel here, pay for food, lodging and pay full tuition fees to attend secondary school.

Education for Leisure Time and New Courses

Teachers must be more sensitive to the needs of the community and the changing work week. More and more people in our community are working fewer hours and looking for alternative uses of their leisure

time. Schools can and should offer a variety of opportunities for these people.

Early Retirement - Educational and Economic Returns

In studying a number of "retirement lists" it has become quite evident that the majority of teachers who will be retiring in the next 15 years from our secondary schools will have to do so at the mandatory retirement age with less than a maximum pension. We have devised a system to allow older teachers to retire early without a major financial loss. Teachers who have reached the 90 factor but who do not have the years of experience to receive maximum pension should have the opportunity to retire early. By hiring an inexperienced teacher, the salary difference between the two teachers could be used to provide for the early retirement without loss of benefit to the experienced teacher or cost to the board.

1. At the County Level

   (a) Part of the salary difference could be invested in an annuity which would pay the retiring teacher the maximum pension which he would collect if he stayed until age 65.

   (b) The board could pay the retiring teacher directly from the "saving".

2. At the Provincial Level

   Another approach would be to charge the board the premium shortage due to the early retirement and at the same time collect the extra money required to give the early retiring teacher a maximum pension in the 5 year early retirement period.

Chapter 9

Implications of Declining School Enrolments for School Accommodation

Every school board holds in trust great public assets in the form of real estate. In the years of school system expansion these assets were increased each year. It is one of the advantages of declining school enrolments that expenditures for further real-property accumulations have been greatly reduced. Table 9.1 provides a brief history of those expenditures, 1967 to 1977. Many boards now have surplus properties that, in the interests of efficiency, must be disposed of or put to uses for which they were not originally intended. The effective exploitation of these properties is emerging as a major challenge to school boards and administrators and to community planners.

The redeployment or disposal of these surplus assets ought not to be rushed. The declaration of being surplus for each piece of property should be carefully assessed and all propositions for redeployment or disposal should be the subject of attention from education and community planners. By way of cultivating the appropriate attitude toward the future use of these properties, attention should be paid to several aspects of the history of school property acquisition.

During the years of net acquisitions of real estate, the fact that it is a long-lived asset justified the assumption of public debt, both local and provincial. While debt was being paid off faster than the value of properties deteriorated, education expenditures were in fact lower than they were perceived to be, i.e., a part of those expenditures were being transformed into capital assets. While current education operations are using the real properties paid for in previous years, current education expenditures are higher than they appear to be.

Had the period of expansion been followed by a long period of stable enrolments, the reductions in school costs associated with the use of real property already paid for could be considered the rent and

TABLE 9.1

ONTARIO SCHOOL BUILDING CONSTRUCTION
NEW SCHOOLS AND ADDITIONS, 1967-1976/77

YEAR[1]	ELEMENTARY				SECONDARY				TOTAL			
	Enrolment[2] Gain or Loss(-)	No. of Projects Completed[3]	New & Replacement Pupil Places	Total Cost at Tender Stage	Enrolment[2] Gain or Loss(-)	No. of Projectes Completed[3]	New & Replacement Pupil Places	Total Cost at Tender Stage	Enrolment[2] Gain or Loss(-)	No. of Projects Completed[3]	New & Replacement Pupil Places	Total Cost at Tender Stage
				$,000's				$,000's				$,000's
1967	40,181	330	72,800	91,117	27,710	108	40,750	133,540	67,891	438	113,550	224,657
1968	25,538	335	77,742	114,417	37,071	56	28,457	101,950	62,609	391	106,199	216,367
1969	25,527	333	67,374	115,395	29,872	56	26,472	93,451	55,399	389	93,846	208,846
1970	9,371	243	74,074	116,832	26,234	65	35,329	117,336	35,605	308	109,403	234,168
1971	- 8,648	215	60,486	97,415	17,607	81	28,785	128,231	8,959	296	89,271	225,646
1972	-11,739	221	46,453	88,957	8,493	67	27,287	93,713	- 3,246	288	73,740	182,670
1973-74[4]	-22,216	226	36,704	80,721	2,712	64	12,670	48,598	- 19,504	290	49,374	129,319
1974-75	-18,046	110	28,864	57,730	3,925	31	8,789	35,772	- 14,121	141	37,653	93,502
1975-76	-15,361	163	35,784	88,735	15,510	54	7,404	36,402	149	217	43,188	125,137
1976-77	-29,393	108	25,065	72,554	7,895	25	6,332	35,753	- 21,498	133	31,397	108,307
TOTAL	- 4,786	2,284	525,346	923,873	177,029	607	222,275	824,746	172,243	2,891	747,621	1,748,619

1) Calendar year base until 1972; fiscal year since that date (April 1 to March 31)

2) September 30 of year

3) Building projects are counted in year of completion

4) Not comparable; contains data for Jan. 1, 1972 to March 31, 1973

Source: Reports of the Minister of Education

interest accruing to earlier investments. That reduction in costs would be the returns that taxpayers today were entitled to on their earlier investments. As some of that real property now becomes surplus, returns to earlier investments can be realized in the form of proceeds from disposal and/or alternative public uses.

I can imagine few problems more complex than the equity issues associated with the apportioning of the proceeds of disposal or the benefits of alternative community use. This complexity originates with the board-provincial partnership in the financing of the acquisition of those properties. It is exacerbated by the fact that the participation in that partnership has not been constant over time or across the boards. The complexity is raised to a higher level by the fact that the properties are not distributed evenly among the municipalities in a board.

To illustrate the equity problems that are emerging, suppose that two boards are each about to sell a surplus school property for $1,000,000. The first board acquired its property on a 75% provincial and 25% local financial arrangement. The second board acquired its property on a 25% provincial and 75% local financial arrangement. If the province did not require the return of a share of the proceeds, the first board would realize a $750,000 windfall, the second would realize only a $250,000 windfall. Those boards with no surplus properties would receive no windfall. In the interest of equity, the province can demand a "negative grant" from the first board of $750,000 and from the second of $250,000. Of course, both boards, especially the first, would now be encouraged to put the surplus properties to some marginal use. In effect, we would have solved the equity problem at the expense of efficient use of the property.

Let us assume now that the first of those boards (a county board) elects to put its property to alternative community use and that the province does not require reimbursement in this case. The property serves well in this capacity, i.e., it serves well a community function for one municipality. But it is now apparent that the county is a "community of many communities" for school services, but not for other

services. The municipalities are then quite separate. Community services for one are not the community services of another. Unless the board happens to have comparable properties to put to community use in each municipality, the problem of inter-municipality equity arises. Another problem may be added to this example: if a property is put to community use and the related revenues are not proportionate to the market value of the use of that property, inefficient use is being made of a public asset.

It must be conceded that even an approximation to perfect equity in the disposal of, or alternative use of these properties is not feasible. But it should be pointed out that reorganization and expansion of the system have also sometimes been the cause of school properties becoming surplus, as has community growth and land-use changes. Equity is not a problem that originates only with declining enrolments. It is also the case that there is not going to be a sudden surge of school properties to be disposed of or redeployed due to declining enrolments.

The challenges in finding equitable and efficient use of surplus school properties are not new, but they will be a more significant part of the political and administrative problems of the boards in the immediate future under conditions of declining enrolments. The real properties of a board are best viewed as a portfolio of capital assets to be managed in the public interest by the board. As any other portfolio manager, the board must from time to time change the assets in its portfolio and even trade off some of those capital assets to realize cash benefits. In the management of its portfolio, the board will have to seek maximum utility of those assets while conforming to some remarkable constraints associated with the requirements of equity and with the past and present regulations pertaining to the finance of school property acquisitions.

Several of the studies and reports done for the Commission addressed themselves to one or another aspect of physical accommodation and declining enrolment. Alternative uses for surplus properties was one of the most frequently recurring themes in the briefs. As one might expect, these

highly visible assets, when taken out of use, are the most obvious and persistent reminders of the changing scale of operations in public education.

I call the reader's attention especially to one of the above mentioned studies, School Facilities, the Community, and Declining Enrolment--A Handbook of Suggestions for Ontario Boards of Education, (Information Bulletin #1, by Howard Henderson, et al., prepared for the Commission on Declining School Enrolments in Ontario, February, 1978). It is an informative presentation of the data pertaining to past and present levels of school property surpluses and of the recent history of disposal and redeployment of those properties. Of even more importance, however, it also contains an excellent introduction to the strategies and procedures now being used (and in some instances currently being considered) for dealing with surplus properties. The authors leave their readers with few doubts that the management of these properties is a challenge specific to the boards and their administrators, and some of the related problems are peculiar to a single board, or a few boards at a given time. It is also apparent that the responses of boards to these problems reflect their own managerial and policy styles and even reflect the personalities of their board members and administrators.

I don't see that the problems of management of these board assets can be handled better anywhere else than in the offices of the boards. This statement may appear to be tantamount to a recommendation of retreat from direct concern for these problems by the Ministry of Education. However, the appreciation of the knowledge about local conditions and the needs of a board on the part of trustees and administrators that it reflects did not motivate me to change the wording of the recommendation in the Second Interim Report that was repeated in Chapter 7 of this report:

> Take steps to increase the Ministry's control over certain finance-related decisions, including the use and sale of school buildings...

That recommendation stands. But "control over" board decisions does not mean substituting Ministry decisions for board decisions. It means

constructing the regulations (and legislation, if necessary) that will protect the interests of provincial taxpayers in the decisions made by individual boards and that will promote equity in the effects of these decisions on ratepayers in different board jurisdictions and in the different communities in one board. It also means promoting information and knowledge (including some skills and experiences) that will enable boards to conduct their stewardships of public properties more expertly.

This business of managing the capital assets of the boards is only a particular set of those problems I was referring to in my first recommendation regarding administration in Chapter 4 of the Second Interim Report:

> Initiate immediately a sustained effort to promote decentralized political solutions to emerging local and provincial problems associated with declining enrolments, in particular, problems of coordination and cooperation. Begin the organization of many sessions for discussion, negotiation and trade-offs to deal with specific inter-board and inter-interest group issues. Encourage board level administrators and Ministry of Education officials to take the initiative in promoting these activities.

I know of no other way to promote the better community use of school properties, or of disposal of school properties in the best interest of communities, than to encourage discussions and negotiation among boards, and between boards and other community service agencies. But it is vital that the Ministry make clear to all parties the constraints that operate on them when they make decisions. It should be made clear that the preference is for school buildings and sites to be converted to other community uses, and only from time to time to be sold. It should be emphasized that the renting, trading and sale of sites among boards, especially between geographically overlapping separate and public boards, is an obvious strategy for maximizing the public interest in disposing of surplus properties. The Ministry will no doubt have to play the brokering role in these transactions, and also the role of an interested party to ensure that a property exchange that would be in the interest of taxpayers does not founder because of complexities it raises in our capital-grant structure. It should also be emphasized that, in the interest of efficiency in the use of public properties, community and public agencies will be expected to pay for the use of surplus school properties.

In the Second Interim Report (Section B, Chapter 1), I recommended that our first planning objective in the decade ahead be the reassessment of the structure (meaning the missions and organizational relations) of the school system. I do not want the schools to take on new missions without such planning, and I do not want them to take on new functions as an automatic response to declining enrolments. For this reason, I recommended that we not alter significantly the structure of the school system while we deal with these immediate problems of accommodating to sharply declining enrolments and increasing financial pressures.

This reluctance to see the school boards move precipitously in assuming new public service roles is reason enough to counsel caution in redeployment of school properties to community service functions. Our attitude should be that it is appropriate to put a surplus school property to alternative community use, but it is not appropriate to put it to alternative community use just because it is surplus.

Moreover, the possibility that in a few years we will have redefined the missions of the schools and the service boundaries between school boards and other public service agencies (including the offices and agencies of several Ministries) is an argument for postponing the disposal of school properties. I have already emphasized in the Second Interim Report that in some instances responsible stewardship dictates the disposal of school properties. I am certainly not suggesting the hoarding of real properties by boards when the future need for that property is remote, and I am not recommending real estate speculation as an appropriate activity of school boards. But I am counselling a careful, unhurried approach to the divestiture of properties by the boards. When the decision to dispose is marginal, it should in most cases be postponed.

I come now to two major recommendations concerning school properties. In the Second Interim Report I recommended that the Ministry continue for 1978 and 1979 the moratorium in the application of the negative grant associated with the disposal of school facilities (Section B, Chapter 7). The conditions associated with this moratorium allow a board to dispose of real capital assets and, with Ministry approval, apply the proceeds to the purchase of other properties for board use

without the negative grant applying. This arrangement is conducive to efficient management of boards' capital portfolios. In the interest of more efficient portfolio management I recommend that:

> Every board be given the authority to dispose of surplus properties and to apply the proceeds immediately to the purchase of other real properties, or to put the proceeds in an escrow account for a period up to five years without the negative grant being imposed. At any time during the five years the board should be allowed to use those funds to purchase new properties, the acquisition of which has been approved by the Ministry. Income from the funds in escrow should be apportioned between the board and the Ministry in the same proportion as the proceeds from the disposal would have been apportioned.

The second major recommendation is intended to increase the province's role in the planning of use of school properties and to reduce the school-related acquisition of public debt. I recommend:

> The Ministry of Education pay in full, from current revenue, the costs of all new sites, buildings and additions, including replacements, approved by the Minister, and hence own them outright. This provision should be made effective as soon as possible and made retroactive to all real property-related expenditures approved after December 31, 1977.

This recommendation is a response to the opportunity for financial conservatism presented by declining enrolments. It is not a new idea, of course, and is in accord with the views expressed by the late Dr. J.G. Althouse almost 40 years ago.

In addition to those two major recommendations, I offer these as responses to present conditions. I recommend:

(i) A two-year moratorium be placed on building new secondary school accommodations and excess demand for places be accommodated over the short-run by busing.

(ii) At least 50% of the capital budget be directed to renovation, and these capital funds be paid to the boards on the same basis (i.e., in the same ratio of provincial expenditures to local expenditures) as operating grants.

(iii) Capital expenditures continue to be monitored by the Ministry through regional offices.

(iv) Where surplus capacity of one board can meet the requirements of a neighbouring or overlapping board, the services of the Ministry be offered in negotiating the arrangements and terms, and where it is in the public interest, to mandate these arrangements and terms. The Minister should, if necessary, indicate that Ministerial approval of the intended property transactions of both boards is contingent upon such negotiations serving the interests of local and provincial taxpayers.

(v) All boards be requested to prepare for public distribution a statement of their policies and procedures regarding transportation of pupils, possible or anticipated school and classroom closings and the use of space no longer needed for instructional purposes (as discussed in the Second Interim Report and in Information Bulletin #1).

As a final comment, it is appropriate to observe that one of the potential economies from declining enrolments is the proceeds from disposal or the benefits from redeployment of surplus school properties. The realization and maximization of those economies will require a great deal of planning and cooperation on the part of the boards, the Ministry, the municipalities and community service agencies.

Chapter 10

Implications of Declining School Enrolments for School Finance

Few exercises in adult education can be more effective than that to which a Commissioner is subjected in the course of his work. I regret only that it is too expensive an approach to learning to become part of everyone's education. As an over-age student of school and society setting about to study the effects upon our school system of the decreasing infant and school-age population, I found the lessons that made the deepest impression upon me were those on the economy of this province and the finance of our school system.

I revealed some of my predilections too early to be able to deny now that I have misgivings about the diminishing scale of operations of the school system whose growth I watched with such satisfaction for so many years. But I have learned enough in the past 14 months to be convinced that declining enrolments present an unprecedented opportunity for economies in the conduct of our public affairs. We were justified in our pride in the great school system we built to accommodate the ever-larger cohorts coming into the schools in the 1950's and 1960's. We are equally justified in expressing some satisfaction and relief at the reduced financial pressures associated with the smaller cohorts that have been coming into the schools in this decade. Some of the savings, no doubt, will accrue to us in any event, but I am convinced they will come sooner and be greater if we make the effort to plan well the new scale of operations of our school system.

In arriving at my present perception of the problems and opportunities facing education finance, I acknowledge that I have been more than a little affected by a number of studies, done for the Commission, that forced my attention to several aspects of public finance, school finance and the choices before us. I must also acknowledge that the job of familiarizing myself with many aspects of the recent history of education finance was hastened by the 7 reports of the Committee on the Costs of Education, of which J.R. McCarthy is executive director.

The studies that were done for the Commission and that have contributed so much to my present position were:

David K. Foot, Resources and Constraints: Public Education and the Economic Environment in Ontario 1978-1987.

Richard M. Bird, Financing Education in Ontario; Issues and Choices.

D.A. Dawson, Economies of Scale and Cost Quality Relationships in Elementary and Secondary Schools: A Survey.

David Stager, Elementary and Secondary School Teachers' Salaries in Ontario, 1900 to 1975.

John B. Kervin, Declining Enrolments and Teacher-Board Negotiations: Bargaining Conditions of Employment.

Peter J. Atherton, Declining Enrolment and the Aging Teaching Force.

Richard M. Bird and N. Enid Slack, Property Tax Reform and Educational Finance.

E. Brock Rideout, Alternatives for Educational Finance Within the Established Parameters.

Peter J. Atherton and J. Chalcraft, Comparisons and Projections: The Teachers' Superannuation Fund in Relation to Public Sector Pension Plans.

David M. Cameron, Declining Enrolment and the Financing of Education in Ontario.

E. Brock Rideout, Abstracts of Reports on Costs of Education, Financial Aspects of Declining Enrolment, and of Current Research into Problems of Declining Enrolment.

I do not expect the authors of those reports to be entirely satisfied with the consequences of their teaching efforts. In case the effects on me were very different from what they intended, I will limit my comments about those reports to the observation that each of them was remarkably effective at focusing my attention on the particulars and the complexities of the aspects of education finance and public finance that I asked their authors to explain. All those reports are now published, and I'm sure one need not agree with my present views on education and public finance to appreciate them.

In discussions with members of the Commission's Task Force on Finance, it was impressed upon me early that I must come to a position

on two very important matters, one quite technical and the other a question of public policy. The first pertained to economies-of-scale, of whether or not the most extreme views expressed on the increasing unit costs to be expected with declining enrolments were valid, in which case we could expect little or nothing in the way of economies from declining enrolments. The second pertained to whether the emerging problems of education finance could be dealt with to our satisfaction via adjustments in the grants system that has been evolving in this province since 1964, or could be dealt with satisfactorily only after that system had been replaced.

In the first matter, we must go back to the decades when policies for consolidation and amalgamation of schools and boards, and for the substitution of great fleets of yellow buses for scattered small school operations, were justified by reference to studies arguing for economies-of-scale. Countless contract studies and hosts of master's and doctoral theses in education, plus some in economics and management sciences, purported to show that larger school and board operations afforded lower unit costs while holding constant the cost of quality, or higher quality education.

Much of the history of the increasing scale of operations has coincided with decades of remarkable increases in education costs. If there are powerful economies-of-scale in education, then it must be assumed that the increases in unit costs (in real dollars) associated with expansion of the system in recent decades reflected either a policy of raising per pupil expenditures to improve quality or the improved market position of teachers. More importantly, declining enrolments would now be expected to bring about markedly higher unit costs.

Indeed, if one is convinced that there are strong economies-of-scale in our system of education, there is an ominous conclusion to be drawn from observations about expenditure-enrolment relations that were registered so often in the briefs to this Commission. The briefs said that the many "fixed" costs in education mitigate against significant reductions in the real (non-inflationary)

costs of education under conditions of declining enrolment. The ominous conclusion is that economies associated with declining enrolments may be very slow in coming, or never be realized at all. That is not my conclusion, however.

The conclusion I have drawn from Donald Dawson's study (that I consider buttressed by the work of E. Brock Rideout and others as reported in Educational, Social and Financial Implications to School Boards of Declining Enrolments[1]) is that economies-of-scale, though of significant magnitudes, are not now a matter of grave concern to us in Ontario. Hickcox has observed that "school systems in Ontario for the most part are large, as a result of the reorganization of 1969. In no other jurisdiction in North America are there as many systems with pupil populations of more than 20,000" (Chapter 5, First Interim Report). It appears we will not suffer greatly from economies-of-scale problems at the board level. And large boards may be expected, in time, to reorganize schools to cope with the diseconomies-of-scale at the school level.

I do not dismiss the probability that some of the hoped-for savings from declining enrolments will never be realized because of diseconomies of small scale. But at the same time I regard most of the "fixed costs" arguments for accepting higher real unit-costs with declining enrolments as valid for only a few years. In the Second Interim Report I recommended, and will again below, that some financial aid be made through the grants to boards with high rates of decline, but that aid is to be temporary. A part of the savings from declining enrolments are in some cases to be postponed, but not foregone.

The reorganization of schools to provide efficient service to a smaller number of pupils is an administrative challenge and is a job that will take time. But it will be done. At several points in this and in my earlier reports I have made reference to our large cadre of well trained, experienced administrators. They will play an important role in the reorganization of the school systems, as they always have. There should be no frantic rush to reduce the numbers of administrators

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[1]Rideout et al, Ministry of Education Research Project, 1977.

in the interest of economy. It may be that some boards have an administrative establishment intended for a much larger operation than they now have. They may quite appropriately plan to reduce it by 10%, 20% or any other portion. But they should approach that target slowly. It is not some special concern for administrators that causes me to recommend this, but rather the realization of a great need for administrators to deal with the disruptions of declining enrolment. I am showing here a concern for getting our money's worth from them. They have cost us a great deal and if we use them well now it will almost certainly turn out that the money was well spent.

The second matter that needed a position (whether we deal with education finance via adjustments in the present grants system or replace that system) is one on which I postponed judgement to the latest possible date. My thinking was much influenced by three of the above mentioned studies: Richard M. Bird, Financing Education in Ontario: Issues and Choices, D.M. Cameron, Declining Enrolment and the Financing of Education in Ontario, and E.Brock Rideout, Alternatives for Educational Finance Within the Established Parameters.

In the interest of brevity, and at the risk of oversimplification, I will sum up the arguments of both Bird and Cameron this way: with the reorganization of school boards in 1969 we imposed upon ourselves an organization of school systems that are (especially in their financial capacities) in very many respects more nearly the agencies of the central government than they are the representative bodies of local communities. They are too large and too inclusive to serve effectively as the locations of political processes to resolve the competing preferences of any given communities (a complaint voiced repeatedly during our public hearings). Moreover, their function as the provider of a single, specialized public service means that they cannot handle the political task of resolving the competing financial claims of education vis-a-vis other local (municipal) services. In light of the increasing difficulties associated with maintaining the local share in the provincial-local partnership in the finance of education, we would be well advised to carry the process of consolidation, amalgamation and centralization to completion. We should make education finance a provincial matter, so

these authors argue. The problems associated with maintaining the local contribution to the financial partnership are in large measure due to the difficulties of raising local tax revenues at the rate of inflation and to the unpopularity and imperfections of the property tax.

I hasten to qualify this summary by adding that Bird and Cameron present cases for provincialization of education finance that are quite different from one another. In each case the recommendation is conditional, and only one of several feasible approaches suggested.

I will summarize Rideout's argument in equally cavalier fashion. The grants system that we have been developing since 1964, and the reorganization of school systems in 1969, have effectively served the objectives of providing a high quality education service across the province and of equalizing average per-pupil expenditures across the boards. Equity was the prime motivation in constructing our grants system and in reorganizing the boards. Horizontal equity (equal treatment of equals) has been effectively served by closing the gaps that characterized inter-board differences in average per-pupil expenditures. Vertical equity (concessions to the special problems of some students and the conditions of operation of some boards) has been effectively served through the incorporation of "weighting factors" in the grants scheme. These factors compensate the boards for the financial problems associated with serving disproportionately large numbers of certain types of students, and for certain adverse conditions of operation. Our present system is flexible, adjustments can be made to accommodate changing conditions, new perceptions of equity and any desired apportionment of the provincial-local financial partnership.

Few people are particularly enamoured of our system of education finance. There are many things wrong with it. On the other hand, it works. It has enabled us to underwrite the expansion of education operations while serving our current equity objectives. I have found it difficult to choose between recommending adjustments in the existing system and replacing the existing system with a straight provincial school finance system. In the major recommendations I offer below, it will be evident that I have come down on the side of keeping what we

have. But I have not done it clearly and unequivocally. I have compromised and recommended an important structural change in our provincial-local financial partnership.

Before moving to those recommendations, I want to offer a very brief quantitative review of our publicly-supported school system. Table 10.1 refers to the structure of revenue sources for fiscal (calendar) year 1975 (though the local taxation component has been growing since then, the structure has not altered markedly). Local taxes and provincial grants amount to nearly 97% of elementary and secondary grants (the item Transfers from Other Boards should be read as originating as local taxation and provincial grants). The important difference across the three classes of schools is the local taxation-provincial grant ratios. Separate schools received 14.36% of their revenues from local taxation, public schools received 45.09%. This difference reflects the smaller taxation base available to separate schools. The 81.29% of separate school revenues originating as provincial grants and the 52.01% of public school revenues originating as grants demonstrates the inverse relationship between assessment resources available to boards and grants received.

Table 10.2 represents the structure of board expenditures. The structure is markedly similar across the three classes of schools. The table also reflects the labour intensive character of public education. Between 54% (separate schools) and 57% (public schools) of the total of board expenditures went directly to instruction related salaries. Wages are also an important component of most of the other expenditure categories except Supplies and Other, Capital Expenditure from Revenue and Debt Charges. Unquestionably, what we are paying through our education expenditures is mainly wages and salaries of teachers and others who work in that industry. Reduced expenditures plainly mean reduced employment in the field or employment at reduced levels of pay.

Table 10.3 presents most of the same information from Tables 10.1 and 10.2 on a per pupil basis. The near equality between the total per pupil expenditures for public ($1,185) and separate school ($1,173)

TABLE 10.1

ONTARIO SCHOOL BOARD REVENUES,
ANALYSIS OF SCHOOL BOARD REVENUES, 1975 (Calendar Year)

ITEM & SOURCE	ELEMENTARY SCHOOLS						SECONDARY SCHOOLS		GRAND TOTAL	
	PUBLIC		SEPARATE		TOTAL					
	AMOUNT	%	AMOUNT	%	AMOUNT	%	AMOUNT	%	AMOUNT	%
	($,000's)		($,000's)		($,000's)		($,000's)		($,000's)	
LOCAL TAXATION*	513,661	45.09	72,046	14.36	585,707	35.69	437,299	38.91	1,023,006	37.00
PROVINCIAL GOVERNMENT - GRANTS	592,514	52.01	407,851	81.29	1,000,365	60.96	628,345	55.91	1,628,710	58.91
PROVINCIAL GOVERNMENT - OTHER PAYMENTS	1,746	0.15	2,196	0.44	3,942	0.24	1,241	0.11	5,183	0.19
FEDERAL GOVERNMENT	4,600	0.40	2,507	0.50	7,107	0.43	5,482	0.49	12,589	0.45
TRANSFERS FROM OTHER BOARDS	4,783	0.42	2,595	0.52	7,378	0.45	19,385	1.72	26,763	0.97
PAYMENTS FROM INDIVIDUALS	317	0.03	220	0.04	537	0.03	6,097	0.54	6,634	0.24
SALE OF PROPERTY AND INSURANCE PROCEEDS	3,958	0.35	1,088	0.22	5,046	0.31	3,227	0.29	8,273	0.30
OTHER REVENUE	6,378	0.56	2,608	0.52	8,986	0.55	12,442	1.11	21,428	0.77
TRANSFERS FROM RESERVES AND OTHER FUNDS	11,332	0.99	10,602	2.11	21,934	1.34	10,335	0.92	32,269	1.17
TOTAL REVENUE	1,139,289	100	501,713	100	1,641,002	100	1,123,853	100	2,764,855	100

*Represents the portion of total expenditure required to be raised by local taxation.

Source: Minister's Report (1976), p. 130.

TABLE 10.2

ONTARIO SCHOOL BOARD EXPENDITURES,
ANALYSIS OF SCHOOL BOARD EXPENDITURES, 1975 (Calendar Year)

ITEM	PUBLIC SCHOOLS		ROMAN CATHOLIC S.S.		TOTAL ELEMENTARY SCHOOLS		SECONDARY SCHOOLS		GRAND TOTAL	
	AMOUNT	%	AMOUNT	%	AMOUNT	%	AMOUNT	%	AMOUNT	%
	($,000's)		($,000's)		($,000's)		($,000's)		($,000's)	
BUSINESS ADMINISTRATION	22,475	2.01	14,383	2.95	36,858	2.30	23,177	2.16	60,035	2.24
SERVICES:	29,500	2.64	12,006	2.46	41,506	2.59	31,663	2.95	73,169	2.73
(1) COMPUTER	2,328	0.21	774	0.16	3,102	0.19	4,963	0.46	8,065	0.30
(2) EDUCATIONAL	24,464	2.19	10,657	2.18	35,121	2.19	19,558	1.82	54,679	2.04
(3) ATT. HEALTH, FOOD	2,708	0.24	575	0.12	3,283	0.21	7,142	0.67	10,425	0.39
INSTRUCTION, DAY SCHOOL	734,356	65.76	308,566	63,29	1,042,922	65.01	736,373	68.58	1,779,295	66.44
(1) SALARIES & BENEFITS	638,226	57.15	262,987	53.94	901,213	56.18	628,184	58.50	1,529,397	57.11
(2) SUPPLIES & OTHER	96,130	8.61	45,579	9.35	141,709	8.83	108,189	10.08	249,898	9.33
PLANT OPERATION & MAINTENANCE	152,194	13.63	65,851	13.51	218,045	13.59	139,086	12.95	357,131	13.34
TRANSPORTATION	46,047	4.12	23,609	4.84	69,656	4.34	37,075	3.45	106,731	3.98
CAP. EXPENDITURES FROM REVENUE	37,627	3.37	17,805	3.65	55,432	3.46	28,888	2.69	84,320	3.15
DEBT CHARGES**	90,737	8.13	43,031	8.83	133,768	8.34	73,254	6.82	207,022	7.73
OTHER OPERATING	3,724	0.33	2,292	0.47	6,016	0.37	4,250	0.40	10,266	0.38
NET DAY SCHOOL EXPENDITURES	1,116,660	100	437,543	100	1,604,203	100	1,073,766	100	2,677,969	100
NET DAY SCHOOL	1,116,660	98.01	487,543	97.18	1,604,203	97.76	1,073,766	95.54	2,677,969	96.86
ADULT EDUCATION	235	0.02	650	0.13	885	0.05	12,912	1.15	13,797	0.50
TRANSFERS TO OTHER BOARDS	3,396	0.30	2,391	0.48	5,787	0.35	18,602	1.66	24,389	0.88
NON-OPERATING EXPENDITURES	3,059	0.27	453	0.09	3,512	0.21	2,432	0.22	5,944	0.21
TAX WRITE-OFFS & REVISIONS	6,740	0.59	408	0.08	7,148	0.44	5,417	0.48	12,565	0.45
RESERVES & OTHER FUNDS	9,199	0.81	10,268	2.05	19,467	1.19	10,724	0.95	30,191	1.09
TOTAL EXPENDITURE	1,139,289	100	501,713	100	1,641,002	100	1,123,853*	100	2,764,855	100

*Includes revenue and expenditure in respect of schools for trainable retarded pupils.

**Includes interest on short-term borrowings for capital purposes.

Source: Ibid.

TABLE 10.3

ONTARIO SCHOOL BOARD REVENUES & EXPENDITURES ANALYSIS
OF MAJOR ITEMS ON A PER STUDENT BASIS, 1975
(enrolment on September 30, 1975; revenues & expenditures on a calendar year)

MAJOR ITEMS	CATEGORY	ELEMENTARY SCHOOLS			SECONDARY SCHOOLS	ALL SCHOOLS
		PUBLIC	SEPARATE	ALL ELEMENTARY SCHOOLS		
REVENUES (total amounts in thousands of dollars)						
LOCAL TAXATION	TOTAL AMOUNT	513,661	72,046	585,707	437,299	1,023,006
	PER STUDENT	534	168	422	723	513
PROVINCIAL GOVERNMENT GRANTS	TOTAL AMOUNT	592,514	407,851	1,000,365	628,345	1,628,710
	PER STUDENT	616	953	720	1,038	817
OTHER	TOTAL AMOUNT	33,114	21,816	54,930	58,209	113,139
	PER STUDENT	34	51	40	96	57
GRAND TOTAL	TOTAL AMOUNT	1,139,289	501,713	1,641,002	1,123,853	2,764,855
	PER STUDENT	1,185	1,173	1,181	1,857	1,386
EXPENDITURES (total amounts in thousands of dollars)						
BUSINESS ADMINISTRATION	TOTAL AMOUNT	22,475	14,383	36,858	23,177	60,035
	PER STUDENT	23	34	27	38	30
EDUCATIONAL SERVICES	TOTAL AMOUNT	24,464	10,657	35,121	19,558	54,679
	PER STUDENT	25	25	25	32	27
INSTRUCTIONAL SALARIES & BENEFITS	TOTAL AMOUNT	638,226	262,987	901,213	628,184	1,529,397
	PER STUDENT	664	615	649	1,038	767
INSTRUCTIONAL SUPPLIES	TOTAL AMOUNT	96,130	45,579	141,709	108,189	249,898
	PER STUDENT	100	107	102	179	125
PLANT OPERATION	TOTAL AMOUNT	152,194	65,851	218,045	139,086	357,131
	PER STUDENT	158	154	157	230	179
TRANSPORTATION	TOTAL AMOUNT	46,047	23,609	69,656	37,075	106,731
	PER STUDENT	48	55	50	61	54
CAPITAL EXPENDITURES FROM REVENUE	TOTAL AMOUNT	37,627	17,805	55,432	28,888	84,320
	PER STUDENT	39	42	40	48	42
DEBT CHARGES	TOTAL AMOUNT	90,737	43,031	133,768	72,254	207,022
	PER STUDENT	94	101	96	121	104
OTHER	TOTAL AMOUNT	31,389	17,811	49,200	66,442	115,642
	PER STUDENT	33	42	35	110	58
GRAND TOTAL	TOTAL AMOUNT	1,139,289	501,713	1,641,002	1,123,853	2,764,855
	PER STUDENT	1,185	1,173	1,181	1,857	1,386

Source: For Enrolment, See Minister's Report (1975), p. 41.
For Revenue & Expenditure, the same as table 10.2.

elementary students demonstrates the effectiveness of the equalization objectives (more correctly one aspect thereof) of the grant structure referred to in connection with Table 10.1. Table 10.3 also demonstrates the large differences between elementary ($1,181) and secondary ($1,857) per pupil expenditures. This difference is persistent across all the expenditure categories.

Tables 10.4, 10.5 and 10.6 give still another picture of school board expenditures. The enrolment changes, total expenditures and costs per student for the years 1970 through 1976 are presented, for public schools, separate schools and secondary schools, respectively. The row titled Index shows the relative changes in per pupil costs, using 1970 as the base year. The steady decreases in enrolments in public schools since 1970 is apparent. That decrease appears for the first time in 1976 for separate schools. Secondary schools through these years were experiencing steady increases. There is no obvious enrolment-unit-costs relationship. In the years 1970 to 1975, when separate schools had only increases in enrolments, and public schools only decreases, the index of per pupil expenditures for separate schools moved from 1,000 to 1,827, and for public schools from 1,000 to 1,724. However, secondary schools, which also had only increases in enrolments, had per pupil increases that moved the index from 1,000 to only 1,457. The behaviour of these indexes indicates that we are persistently reducing the gaps between separate and public school expenditures, and between elementary and secondary school expenditures. It tells us nothing about declining enrolments and unit costs.

Tables 10.4, 10.5 and 10.6 show also what the costs of public, separate and secondary schools would have been if these three categories of schools had had the same number of students in 1976 that they had in 1970. Under the column entitled Estimated Expenditures at 1970 Enrolments, we see that public schools would have been spending $153,484,000 more in 1976 than they were and separate schools would have been spending $5,949,000 less. The implication is that the enrolment related savings were about $147,500,000 for elementary schools. The secondary schools would have been spending $121,007,000 less had they stayed at their 1970 enrolment levels.

TABLE 10.4

ONTARIO SCHOOL BOARD REVENUES & EXPENDITURES, 1970-1976,
ANALYSIS OF COSTS AND LOSSES OR INCREASES PLUS LOCAL TAXATION AND PROVINCIAL GRANTS,

PUBLIC SCHOOLS

YEAR	AMOUNT / %	SEPT. 30 ENROLMENT	GAINS OR LOSSES IN ENROLMENT	ACTUAL EXPENDITURE $ 000's	COST PER STUDENT $	ESTIMATED EXPENDITURE AT 1970 ENROLMENT $ 000's	INCREASES IN ESTIMATED EXPENDITURES $ 000's	LOCAL TAXATION $ 000's	PERCENT OF ACTUAL EXPENDITURES	AMOUNT PER STUDENT $	PROVINCIAL GRANTS $ 000's	PERCENT OF ACTUAL EXPENDITURES	AMOUNT PER STUDENT $
1970	AMOUNT	1,047,055	+ 4,494	723,818	691.29	723,818	0	404,249	55.85%	386.08	303,930	41.99%	290.27
	INDEX				1,000								
1971	AMOUNT	1,034,703	-12,352	778,676	752.56	787,972	9,296	397,412	51.04	384.08	366,052	47.01	353.77
	INDEX				1,089								
1972	AMOUNT	1,022,935	-11,768	839,904	821.07	859,705	19,801	395,658	47.11	386.79	424,615	50.56	415.09
	INDEX				1,188								
1973	AMOUNT	998,668	-24,267	866,518	867.67	908,498	41,980	403,151	46.52	403.69	438,584	50.61	439.17
	INDEX				1,255								
1974	AMOUNT	977,545	-21,123	953,875	975.79	1,021,706	67,831	449,297	47.10	459.62	475,101	49.81	486.01
	INDEX				1,412								
1975	AMOUNT	961,625	-15,920	1,139,289	1,184.75	1,240,498	101,209	513,661	45.09	534.16	592,514	52.01	616.16
	INDEX				1,714								
1976	AMOUNT	937,292	-24,333	1,310,665	1,398.35	1,464,149	153,484	654,700	49.95	698.50	617,873	47.14	659.21
	INDEX				2,023								

Source: See Minister's Report (1969-77).

TABLE 10.5

ONTARIO SCHOOL BOARD REVENUES & EXPENDITURES, 1970-1976,
ANALYSIS OF COSTS AND LOSSES OR INCREASES PLUS LOCAL TAXATION AND PROVINCIAL GRANTS,

ROMAN CATHOLIC SEPARATE SCHOOLS

YEAR	AMOUNT / %	SEPT. 30 ENROLMENT	GAINS OR LOSSES IN ENROLMENT	ACTUAL EXPENDITURE $ 000's	COST PER STUDENT $	ESTIMATED EXPENDITURE AT 1970 ENROLMENT $ 000's	INCREASES IN ESTIMATED EXPENDITURES $ 000's	LOCAL TAXATION $ 000's	PERCENT OF ACTUAL EXPENDITURES	AMOUNT PER STUDENT $	PROVINCIAL GRANTS $ 000's	PERCENT OF ACTUAL EXPENDITURES	AMOUNT PER STUDENT $
1970	AMOUNT	418,433	+4,877	268,577	641.86	268,577	0	53,893	20.07%	128.80	207,510	77.26%	495.92
	INDEX				1,000								
1971	AMOUNT	422,137	+3,704	300,035	710.75	297,401	- 2,634	54,080	18.02	128.11	235,362	78.44	557.55
	INDEX				1,107								
1972	AMOUNT	422,166	+ 29	325,818	771.78	322,938	- 2,880	53,190	16.33	125.99	262,743	80.64	622.37
	INDEX				1,202								
1973	AMOUNT	424,217	+2,051	360,206	849.11	355,296	- 4,910	56,164	15.59	132.39	278,650	77.36	656.86
	INDEX				1,323								
1974	AMOUNT	427,294	+3,077	397,637	930.59	389,390	- 8,247	60,310	15.17	141.14	320,983	80.72	751.20
	INDEX				1,450								
1975	AMOUNT	427,853	+ 559	501,713	1,172.63	490,667	-11,046	72,046	14.36	168.39	407,851	81.29	953.25
	INDEX				1,827								
1976	AMOUNT	422,793	-5,060	577,081	1,364.93	571,132	- 5,949	96,539	16.73	228.34	464,507	80.49	1,098.66
	INDEX				2,127								

Source: Ibid.

TABLE 10.6

ONTARIO SCHOOL BOARD REVENUES & EXPENDITURES, 1970-1976,
ANALYSIS OF COSTS AND LOSSES OR INCREASES PLUS LOCAL TAXATION AND PROVINCIAL GRANTS,

SECONDARY SCHOOLS

YEAR	AMOUNT / %	SEPT. 30 ENROLMENT	GAINS OR LOSSES IN ENROLMENT	ACTUAL EXPENDITURE $ 000's	COST PER STUDENT $	ESTIMATED EXPENDITURE AT 1970 ENROLMENT $ 000's	INCREASES IN ESTIMATED EXPENDITURES $ 000's	LOCAL TAXATION $ 000's	PERCENT OF ACTUAL EXPENDITURES	AMOUNT PER STUDENT $	PROVINCIAL GRANTS $ 000's	PERCENT OF ACTUAL EXPENDITURES	AMOUNT PER STUDENT $
1970	AMOUNT	556,913	+26,234	710,025	1,274.93	710,025	0	341,061	48.04%	612.41	333,139	46.92%	598.19
	INDEX				1,000								
1971	AMOUNT	574,520	+17,607	782,025	1,361.18	758,059	- 23,966	333,929	42.70	581.23	411,090	52.57	715.54
	INDEX				1,068								
1972	AMOUNT	583,013	+ 8,493	846,486	1,451.92	808,593	- 37,893	339,106	40.06	581.64	467,833	55.27	802.44
	INDEX				1,139								
1973	AMOUNT	585,725	+ 2,712	882,236	1,506.23	838,839	- 43,397	345,190	39.13	589.34	492,654	55.84	841.10
	INDEX				1,181								
1974	AMOUNT	589,650	+ 3,925	972,812	1,649.81	918,801	- 54,011	393,988	40.50	668.17	521,880	53.65	885.07
	INDEX				1,294								
1975	AMOUNT	605,160	+15,510	1,123,853	1,857.12	1,034,254	- 89,599	437,299	38.91	722.62	628,345	55.91	1,038.31
	INDEX				1,457								
1976	AMOUNT	613,055	+ 7,895	1,321,366	2,155.38	1,200,359	-121,007	620,323	46.95	1,011.86	637,805	48.28	1,040.37
	INDEX				1,691								

Source: Ibid.

Tables 10.4, 10.5 and 10.6 provide still another form of information of importance. They show the total revenue from local taxes and grants, and the percentages these sources were of school board expenditures for the years 1970 to 1976. For public schools, local taxes declined from 55.85% of expenditures in 1970 to 45.09% in 1975, then climbed to 49.95% in 1976, or to about one percentage point of where they were in 1971 (51.04%). For separate schools local taxes declined from 20.07% in 1970 to 14.36% in 1975, then climbed to 16.73% in 1976, or to about 1.29 percentage points of where they were in 1971. For secondary schools local taxes declined from 48.04% of expenditures in 1970 to 38.91% in 1975, then climbed to 46.95% in 1976, or to about one percentage point of where they were in 1970.

Table 10.7 presents another set of statistical series. In a less detailed and more summary way than the information on the growth of current dollar and real dollar incomes presented in the first chapter of this report, it gives us some indication of Ontario taxpayers' ability-to-pay. The real (constant) dollar incomes of families and of persons not-in-families was growing throughout the decade ending in 1976. However, while median family incomes increased in real dollars by 46.6% ($7.689 to $11,270), the median incomes in real dollars of persons not in families increased by only 35.4% ($2,484 to $3,363). I am aware that a significant part of the increase in family incomes over incomes of persons not-in-families may reflect at least in part increased labour force participation on the part of married women. Nevertheless, the differences in these rates of increases has influenced my views somewhat on which tax fields should be exploited for financing education. Even if these differences did not influence me, they would determine to some degree the political feasibility of alternative tax policies.

Table 10.7 indicates that the ability-to-pay for a high quality public education system has certainly not been diminishing in recent years (the somewhat disappointing performance of our economy in 1977 and 1978 notwithstanding). As was emphasized in Part I of this report, we are able financially to maintain or increase our contributions to public services, education included, through local taxes (taxes on real property).

TABLE 10.7

MEASURES OF ABILITY TO PAY TAXES, ONTARIO, 1967 TO 1976,
TRENDS IN FAMILY AND NON-FAMILY INCOMES

YEAR	FAMILY INCOME				PERSONS NOT IN FAMILIES			
	CURRENT DOLLARS		CONSTANT DOLLARS (1971)		CURRENT DOLLARS		CONSTANT DOLLARS (1971)	
	AVERAGE	MEDIAN	AVERAGE	MEDIAN	AVERAGE	MEDIAN	AVERAGE	MEDIAN
	$	$	$	$	$	$	$	$
1967	7,366	6,644	8,515	7,689	2,959	2,149	3,420	2,484
1969	8,733	7,852	9,282	8,292	3,583	2,488	3,808	2,672
1971	10,113	9,121	10,113	9,121	3,877	2,608	3,877	2,608
1972	11,036	10,185	10,528	9,668	4,405	3,279	4,202	3,063
1973	12,454	11,328	11,047	10,035	4,768	3,416	4,230	3,007
1974	14,603	13,284	11,682	10,654	5,584	4,037	4,467	3,247
1975	16,368	14,874	11,818	10,747	6,187	4,544	4,467	3,256
1976	18,714	16,773	12,576	11,270	7,029	5,068	4,723	3,363

Source: Statistics Canada Report on Family Income

I do not intend, therefore, to make any recommendations for a massive shift from local support to provincial support. For one thing, doing so might reduce the motivation for reform of real-property taxation. We have not moved very effectively in the direction of property-tax reform but it remains a worthy goal and we ought not to do anything to reduce the motivation for it.

As mentioned above, I have decided in favour of conservation of the grants structure we have and in favour of maintaining the provincial-local partnership in education finance. In addition to not wanting to reduce the motivations for real-property taxation reform, I am persuaded in this direction because the best arguments for a straight provincial-finance system have nothing to do with declining enrolments. Indeed, declining enrolments make them less compelling. Other things being the same (in particular the rate of inflation), the problems of maintaining the local share in education finance would be more difficult than we know them to be if enrolments were not declining and costs continued to rise.

I do, however, have this major recommendation to make concerning the restructuring of education finance. I recommend:

> All industrial and commercial properties* be assessed and taxed for school purposes directly by the province, and be exempted from school-related municipal taxation; there be one school-related industrial-commercial rate for the province; the proceeds of this tax be applied solely to the support of elementary (separate and public) and secondary education in the province as part of the equalization formula applicable to general legislative grants.

There are many variations on this theme of provincial taxation of industrial-commercial property for school purposes. I do not intend to deal with all of them. I will point out that I am not recommending any reform of municipal taxation of industrial-commercial property for general local government. If the present procedure of a single tax bill

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*If an industrial or commercial property is owned by an individual and the share of an individual can be determined, then that person should have the right to direct the tax to the appropriate school system, public or Roman Catholic.

from the municipality is maintained, the part collected for school purposes can be turned over to the boards and be treated by them as part of their general grant revenues from the province. If that part exceeds 100% of the grant revenues due them, they would, of course, forward the excess to the province.

Those persons most opposed to real-property taxes, in particular on residential properties, may well see in this recommendation the opportunity to reduce or even eliminate the taxes for schools on residential properties. This is not the intention of the recommendation and should be avoided. It is not intended that a rate of taxation of industrial-commercial properties be applied that will alter very much the present ratios which exist between the rates on residential and on industrial-commercial properties in the support of education.

My second major recommendation concerning finance is concerned with what part of the burden of education costs will be borne by taxable real properties. I recommend:

> The taxation of real estate for education purposes be the source of 40% of the total provincial costs of board operations within the ceiling of expenditures recognized for grant purposes. (If the first of these two major recommendations is accepted, there will be two components to the taxation of real estate: one will be the provincial tax on industrial-commercial properties for school purposes, the other will be the local taxes on residential and farm properties for school purposes. It is the sum of both of these that is to be 40% of the costs of board operations.)

I am aware of the complexities of the grant system for school purposes. I doubt that there are more than a handful of people in the province who understand it perfectly. It is probably not possible to determine exactly, beforehand, what the property tax and provincial grants share of the total approved costs of board operations will be. However, a close approximation can be achieved and that will be good enough. Also, the 40%-60% apportionment ought not to be fixed once and for all or reached immediately. We must move gradually to any new level. I do, however, believe that it is important that the target (for the property tax component) be significantly lower than the 50-50

partnership we are now approaching. I don't deny that the property tax contribution could be 50% or greater without imposing intolerable hardships on ratepayers or imperilling the quality of education, provided more protections of our lowest-income property-tax payers (and payers of rents) are built into our income tax system. But I don't believe the people of this province want a significant increase in our dependence upon property taxes. At any rate they are not ready for it, and if it is to come it can wait upon a significant degree of general reform in this means of taxation.

The greatest benefit from fixing a target of 40% (or some approximation thereof) for property-tax in the support of education will more likely be realized if it remains fixed for several years and if a revision of it is announced a year or two in advance and then fixed again for several years.

The main advantage to the removal of the industrial-commercial tax-base from local taxing authorities is that it will greatly reduce the variations in burdens associated with per-pupil expenditures above the "recognized ceiling". It is my belief that it is now the consensus of most politicians and education administrators, and indeed of most taxpayers, that expenditures above the grant-ceiling should be determined at the discretion of the individual boards. But there is also a consensus that the inter-board differences in the local tax burdens associated with the costs of these discretionary expenditures is too great. Provincialization of the industrial-commercial tax base will allow the boards to make discretionary adjustments in education expenditures and reduce the inter-board differences in the burdens associated with those expenditure adjustments.

Some boards will still have more equalized assessment per student to tax than others. They will still be able to assume above-ceiling expenditures with less burden on their ratepayers than less well-endowed boards. So be it. If we decide that this inequity is intolerable, we can deal with it a few years from now. Moreover, as Rideout points out in his study of alternatives for education finance, that final step in

equalizing the burdens of education finance can very likely be accommodated through further adjustments in the grants plan we have. In any case, there are no problems of declining enrolment that necessitate that adjustment.

I am very well aware that the two major recommendations I have made pertaining to education finance are not responses to problems emanating directly from declining enrolments. However, they are responses to some very important indirect consequences, which may perhaps better be described as direct consequences of our political behaviour in dealing with declining enrolments. It was probably prudent public finance, but a political error, to appropriate so much of the savings from declining enrolments to the provincial treasury so quickly.[1] The financial recommendations I have offered are directed at nurturing the political foundations of the provincial-local education-finance partnership, and at improving the morale of trustees, administrators, ratepayers and teachers.

I have one more recommendation that some people may choose not to recognize as being directly related to issues emanating from declining enrolments. However, since it relates to teachers' pensions and these become ever more significant under existing and continuing conditions of redundancy in the teacher force, I claim that it is directly related to declining enrolments. I recommend:

> The employer's contributions to the Teachers' Superannuation Fund be made by the boards and those contributions be included among recognized operating expenditures for grant purposes.

This is intended to locate the payment of these contributions with the employers of teachers, who determine indirectly what the contributions will be. Salaries are negotiated locally, and teachers are appointed and promoted locally. Those salaries determine the Superannuation Fund contributions. At a time when adjustments in retirement eligibilities and inducements may be an important part of personnel planning, we

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[1] Under the present grant plan the province realizes its full share of the savings for every pupil of the declining enrolment. Boards do not have this immediate savings, and indeed the cards seem stacked in favour of the province vis-a-vis the school boards. A more equitable sharing of the savings is obviously indicated.

cannot afford the anomoly of having the costs of pensions determined by one authority (the school boards) and paid by another (the province)[1] which guarantees the actuarial soundness of the fund.

The next recommendation will, I am sure, be conceded by all to be dealing with problems of declining enrolments. I recommend:

> Boards with declining enrolments be granted special assistance through the introduction of some form of "slip-year financing" (averaging of enrolments) that spreads the loss in grant revenues from declining enrolments over several years throughout the whole period of decline.

I could have made this recommendation much more specific, but have decided against it. Any of a number of variations on the basic notion will give satisfactory results. The rationale for this recommendation can be expressed this way. Even the best local administration cannot in all cases make a quick, non-disruptive adjustment to new enrolment levels, especially where the declines are scattered widely throughout the schools of the system. In some cases the problems will be severe enough to warrant compensatory intervention by the province. I have made it clear earlier that the savings from declining enrolments are significant and much to be desired. It is the responsibility of trustees and local administrators to see that savings do in fact accrue to local and provincial taxpayers. But prudence will dictate that we not always opt for the fastest possible realization of those savings. In some cases we can wait -- a year, or two, or three, or perhaps even longer.

In the Second Interim Report I recommended that protection from the sudden loss of revenues be limited to those boards experiencing declines greater than the projected average decline. We might assume it to be within the administrative and planning capacities of boards to prepare for, and cope with, the average or "expected" rate of decline. However, I am not now committed to this recommendation. I do not see that it will do violence to our standards of efficiency -- it may in facto promote them -- to allow even the problems of accommodating low rates of

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[1] In the unlikely event that salary levels were negotiated directly with the Minister for the province as a whole, i.e., a single salary scale set for the province, which is the case in some provinces, the argument would still hold unless the actual selection and appointment of teachers was also removed from the boards.

decrease to be assuaged by a degree of financial compensation. The important point is that the compensation be temporary and its duration specified.

My further recommendations are addressed to conditions that do not necessarily result from declining enrolments, but are unquestionably exacerbated by those declines. I recommend:

> The continuation of the Special grants for isolate boards. In addition, some schools in other than isolate boards be recognized by the Minister as operating under unusual geographical conditions, or under other unusually challenging conditions, and be designated by the Minister as entitled to receive special funds. The purpose of these funds will be to allow them to operate at significantly higher than usual unit costs in order to provide a minimally acceptable school program (as defined by the Minister). It is further recommended that the associated regulations ensure that the additional funds are in fact spent on the designated schools.
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> "Special" or "stimulation" grants as now designated by the Minister of Education be incorporated into the legislative grant formula, possibly through "weighting factors" (note the exceptions referred to below). If, however, these grants are to be retained as a separate part of the school grants system, I recommend that the province pay the full costs of the services they are intended to promote.
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> Grants for Special Education, Franco-phone Education and the Heritage Language Program be provided for in a special section of the regulations and the related grants be monitored to ensure that they are, in fact, spent only for the intended purposes.

We should go about the business of improving our education finance structure under the assumption that significant savings from declining enrolments may be realized by Ontarians in their capacities as local and provincial taxpayers. Those savings should be maximized and should be had as soon as feasible, but this objective should be secondary to a smooth transition to the new scales of operation. There is no justification for any action that will result in deteriorating education services accompanying declining enrolments. Indeed, one legitimate use of the savings associated with declining enrolment is to provide higher

quality education and extended school services. We can finance our public school system with an approximation of the present provincial-local partnership, or we can revise it to increase the role of either partner. Most of the currently emerging problems regarding the local contribution to this partnership originate with inflation and certainly not with declining enrolment. Assuming we cannot stop inflation, we will find it very difficult to maintain the local contribution to the school finance partnership without significant reform in real-property taxation.

Section III

Summary

1. School boards increase their cooperation with each other in the design of programs and development of curriculum materials. Regional officials of the Ministry of Education be instructed to provide their services in promoting and coordinating this cooperation on a regional basis, and in some cases on an inter-regional basis.

2. The Ministry of Education establish a team of Ministry and seconded external specialists to advise and assist boards and groups of boards in program planning and development work. Establish that access to the advisory team be through regional officials of the Ministry; the advisory team become operational only after a training program of three months; and the training program be a cooperative effort of the Ministry of Education, the Ontario Teachers' Federation, the Ontario Association of Educational Administrative Officials, university faculties of education and the boards.

3. The Ministry of Education take steps immediately to determine whether all schools throughout the province have the required program, i.e., the minimum set of educational offerings specified by provincial policy. If necessary, redirect the Ministry's monitoring process to this activity.

4. A kindergarten to grade 13 foundation program for the Ontario schools be developed and publicly tested by the Ministry of Education.

5. The Ministry of Education and the Ministry of Colleges and Universities make coordinated statements of their policies on the training of increasing numbers of adults with incomplete secondary school educations. These statements should clarify for the secondary schools the amount of initiative they should take in "recruiting" adult students and recent school leavers, both for full-time and part-time study, in academic and vocational areas, and the legislative grant consequences of their behaviour.

6. The Minister of Education, in consultation with interested parties, should plan for the establishment, on an experimental basis, of one or more curriculum materials development centres, or for the subsidization of, and participation in, an existing centre.

7. The community liaison encouraged by Ministry guidelines PONA (People of Native Ancestry) I, II and III (in preparation) be continued and expanded. The intent of the liaison should be to make the curriculum offered the students as relevant to their culture as possible without the curriculum becoming a discriminatory confinement of opportunity. One way might be to increase the use of native teachers.

8. The Ministry of Education play an active role in cooperation with the boards in providing empathetic guidance personnel able to increase the awareness of students of the range of options open to them.

9. The Ministry of Education and the boards encourage the Native Peoples to exercise their rights of involvement in board and school affairs, including by seeking board membership.

10. In the case of split or combined-grade classes, a special effort be made to schedule separate FSL classes for each grade.

11. Schools attempt to reduce the movement of itinerant teachers from school to school by changing FSL sessions from 20 to 40 minutes (this is a stated aim of the Ministry's new FSL program).

12. Boards pay special attention to the integration of secondary and elementary FSL programs.

13. Where small numbers of students for senior classes (e.g., grades 11-13) jeopardize the maintenance of language programs, boards designate at least one high school as an FSL centre and consolidate senior classes to assure a complete program (grades 9-13).

14. Boards consider the cooperative services model initiated by the Midnorthern Region, and other cooperative models, to ensure that some consultant services remain available to teachers.

15. The focus of ESL teacher training courses shift from that of preparing only specialist teachers to that of giving all interested teachers some ESL skills (while continuing to prepare some ESL specialists).

16. The Ministry weighting factor continue to be tied to the number of ESL teachers employed, and ESL become a mandatory service, i.e., the Ministry of Education clearly establish the right of all children needing ESL or ESL/D to that instruction.

17. Some Experience '79[1] students, together with an experienced TESL member, be utilized next summer to prepare annotated ESL resource lists.

18. Cost-effectiveness of ESL programs and identification of systematic assessment and monitoring proceesses be incorporated in any list of projects being considered for funding under the contractual research program of the Ministry of Education.

19. The present initiatives on the incorporation of the ethic of multiculturalism into the curriculum be encouraged and continued.

20. All teachers be prepared for teaching in a multicultural society. Multiculturalism, as a part of teacher training, should be an ethic that permeates the syllabus.

21. There be close liaison among publishers, the Ministry and representatives for the various majority and minority groups to ensure quality multicultural materials.

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[1]A provincially-funded summer program to supply employment for senior secondary and university students.

22. The initiatives begun under the Learning Materials Development Plan be continued and be expanded when feasible to include specific support materials prepared "under contract" to the Ministry.

23. Where numbers for senior classes decline drastically, boards consider creating a language centre at one high school to ensure that a full sequential language program be offered to students who have commenced study of a language.

24. The choice of languages to be offered be more influenced by community needs than by school traditions.

25. When the Heritage Language program appears to be fully operational, attempts be made to measure its effects on secondary school programming.

26. Neighbouring boards cooperate to avoid duplication of services, in particular languages, and to ensure that consultant services are available to teachers.

27. The Heritage Language program be continued in its present form for a minimum of four or five years. When the program appears to be fully operational and stabilizing, some attempts be made to predict the implications for secondary school programming and to develop plans for the long-term development of the program in schools at all levels.

28. The Minister of Education and the Minister of Community Services confer to determine the extent of services to be provided to "normal" and to "underprivileged" or "high risk" pre-school children, and to very young school children during their out-of-school hours.

29. The Ministry of Education ensure, through monitoring processes and the provision of sufficient financial and other resources, that all children who now, by accepted government policy, have the right to special education services, receive the required treatment.

30. The necessary professional training in special education be provided in the teacher training institutions, supplemented where necessary at the school systems level through various forms of in-service programs for retraining and upgrading experienced teachers; and particular attention be paid to the results of the survey of the adequacy of current programs reported by Kobrick and Reich (see Table 8, p. 33, Working Paper #36, Commission on Declining School Enrolments in Ontario, 1978).

31. The Minister of Education amend the Acts and Regulations to include in clear and unmistakable terms the unalienable right of every child to receive the education he or she needs, as determined by the Minister of Education.

32. The Minister of Education encourage the development of community schools and to this end open negotiations with the Minister of Community and Social Services to ensure cooperation and coordination of efforts and services, including funding and administration.

33. The Minister of Education contract with the OISE Department of Educational Planning (which has developed the computer model needed and has access to all the data required) to prepare the calculations mentioned (in the above paragraph) for the school boards each year, as a service to local planning.

34. The Minister of Education close both the Toronto and Hamilton campuses of the Ontario Teacher Education College at the end of June, 1979, and transfer their pre-service responsibilities to the faculties of education.

35. The Ministry of Education seriously consider ceasing to offer or contract professional development courses for teachers, but retain an involvement by providing leadership in a coordinating capacity for such programs offered in or by faculties of education and OISE.

36. The Ministry of Education and Ministry of Universities and Colleges establish, and announce immediately, a pre-service quota for funding for September, 1979, and for September, 1980, which would be 50% less than the 1977-78 actual admissions.

37. The Ministry of Education and the Ministry of Universities and Colleges, in consultation with the Council of Ontario Universities and the specific universities which have faculties of education, determine the minimum size of the pre-service capacity for teacher education which should be maintained over the next 10 years, including specification of which faculties shall be closed, if any, and the quotas for each of the remaining faculties, which, subject to periodic review, they will guarantee to fund.

38. The plan in the preceding recommendation be revised in 1988 in accordance with the needs for pre-service education which seem likely for the 1990's and beyond.

39. The Ministry of Education and the Ministry of Universities and Colleges, in consultation with the Ontario Teachers' Federation and the teacher training institutions, prepare an official statement of the likely requirements of teachers for the next decade, including the probable number of newly qualified graduates from the teacher training institutions who are likely to be appointed as teachers in our publicly-supported school system.

40. The statement called for in the preceding recommendation be distributed to all grade 13 classes, to all universities through their presidents and the deans of arts and science and education and be published in full in the Ministry of Education publication Dimensions and through press releases and other media channels.

41. The Minister of Education and of Universities and Colleges request the school boards to review and revise the projection of teacher demand, by subject areas, and this projection be up-dated and reported annually to the Ministry through a continuing contract with the OISE Department of Educational Planning.

42. Based on the information obtained from the report requested in the preceding recommendation, the Ministry, in liaison with the training institutions, arrange coordination of the numbers being trained in various subject areas and levels, but without applying rigid manpower quotas.

43. Faculties of education revise their programs to make it possible for candidates to gain maximum flexibility in subject areas and school levels.

44. Faculties of education be encouraged to diversify their programs to graduate persons who are qualified for education-related roles other than classroom teachers. Such areas might include day-care workers, welfare and social workers, nursery school teachers, education in third world countries, e.g., CUSO workers, education officers for industrial and commercial firms, for penal systems and for community literacy and adult education programs.

45. Faculties be permitted greater freedom and flexibility in placing their students for the practicums associated with their programs and be encouraged to diversify this aspect of the training program.

46. When a faculty develops a diversified program of the kind mentioned above and when it meets with the approval of the Ministry of Education and the Ministry of Universities and Colleges, it be granted an additional admission quota above the basic pre-service quota referred to in earlier recommendations.

47. One of the faculties of education be turned into a centre for the training of bilingual teachers for all the schools of Ontario. Such a school could become a microcosm in which candidates from both language backgrounds could live and work in a truly bilingual community. Such a faculty would need to be located in a community which provides easy access to both languages and cultures.

48. Faculties develop special programs so that redundant teachers can return to the faculties for retraining there or in another faculty of the university to gain qualifications in other fields where they may be required.

49. The Ministry of Education accept the principle of an induction program for newly qualified teachers and request faculties of education to plan and offer these programs as a continuation of the practice teaching process.

50. The Ministry of Education abandon its long-standing policy of permanent certification of teachers in favour of a system of term certification which would be valid for five years and which would be renewable only upon satisfactory evidence of serious professional development activity (at least the equivalent of a six-week course) during the preceding period. The primary criteria for renewal would be evidence of continuing professional development and growth, not only through the attainment of further academic

and professional qualifications, but through evidence of satisfactory and improving performance on the job (whether or not it be classroom teaching).

51. Each faculty of education and OISE be encouraged to develop a substantial program of in-service and professional development offerings for practising teachers, including the induction program specified in a previous recommendation. This could be accomplished by the ministries agreeing to fund a certain percentage (e.g., 20%) of current faculty complement for a specific and approved in-service education function, as is done in Scotland. Alternately, but more indirectly, this could be accomplished by the development of a suitable formula for funding in-service activities on a full-time equivalent basis on the same scale as pre-service activities. Of the two funding methods, I prefer the latter and recommend its adoption.

52. Each of the universities with a faculty of education and OISE be encouraged, perhaps through funding incentives, to establish a diploma or degree program in continuing education, toward which various units of in-service offerings could be presented for credit. Enrolments in such diploma or degree courses be funded on the formula referred to in the immediately preceding recommendation.

53. All units creditable towards a diploma or degree in continuing education be approved by the appropriate university senate, it being understood that such units for credit towards the diploma only do not need to follow the usual full course or half course patterns common in most other faculties. To make in-service training accessible to as many teachers as possible, units which might be equivalent to fifth courses or quarter courses be permissible towards obtaining the diploma.

54. In planning programs of continuing education, faculties of education and OISE seek the advice and participation of competent experienced teachers and administrators along with input from their own faculty members.

55. The Ministry agree to fund a certain percentage (say 10%) of current faculty complement at a faculty of education or at OISE for a specific and approved development consultative service to the school system.

56. The incidental expenses involved in the presentation of the short professional development activities mentioned in the preceding recommendation (excluding, of course, stipends for faculty members, which should not be necessary) should be covered by fees paid by the participating teachers.

57. Boards of Education be encouraged, where necessary, to maintain pools of relief teachers to release teachers for required in-service activities.

58. First year contracts for the hiring of inexperienced teachers be for less than full-time teaching duties (perhaps 1/2 or 2/3 contracts with appropriate fractional salaries) and that first year teachers be required to participate in induction programs and seminars organized (in cooperation with the Ministry of Education and teachers' federations) by faculties of education and OISE.

59. Whenever possible and keeping in mind the need of access to special resources, faculties of education and OISE be encouraged to take their in-service offerings off campus to centres more accessible to many of their teacher clients. This applies particularly to the needs of teachers in Northern Ontario.

60. The Ministries of Education and Universities and Colleges take steps to set up an Advisory Committee on the Supply and Training of Teachers, on which all appropriate interested parties be represented.[1]

61. Faculties of education and OISE be encouraged to maintain their programs in graduate studies in education at least at the current levels of admissions.

62. Faculties of education and OISE be encouraged to expand their activities in education research, and all staff members have equal access to contract research funds and general research funds provided by ministries and other granting bodies.

63. The Ministries consider the development of an appropriate policy of compensation for all those in teacher education who become redundant because of Ministry decision and who are unable, even with assistance, to find reasonably equivalent alternative employment.

64. Unless automatic vertical mobility is introduced into the system and enforced, all programs aimed at producing more trained supervisory officers be severely curtailed for the next five years.

65. Programs of in-service training for the incumbents be continued and their continuing professional education be encouraged through study leaves and the raising of expected levels of qualifications to include graduate courses at the master's and doctorate levels, as well as through workshops, conferences, other short courses and exchange arrangements. This would not mean any marked departure from existing practices, except possibly for a greater emphasis on graduate studies in education.

66. In all programs of in-service education particular attention be paid to the new problems of management in a steady-state or shrinking school system. Under these conditions new situations arise for which the traditional solutions may not be appropriate. Included in these programs should be a focus on the new form of management, through consultation and consensus, which must follow as we move from the bureaucratic to the political model of school administration.

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[1]The recently approved Ontario Teacher Education Forum is a move in the right direction and with some modifications it might become the nucleus of such an advisory committee.

67. The regional offices be strengthened to the fullest extent possible within the existing financial guidelines to help school boards develop demographic, building and finance plans, implement curriculum guidelines and prepare curriculum materials.

68. Initiate immediately a sustained effort to promote decentralized political solutions to emerging local and provincial problems associated with declining enrolments, in particular, problems of coordination and cooperation. Begin the organization of many sessions for discussion, negotiation and trade-offs to deal with specific inter-board and inter-interest group issues. Encourage board level administrators and Ministry of Education officials to take the initiative in promoting these activities.

69. Take steps to increase the Ministry's control over certain finance-related decisions, including the use and sale of school buildings and sites and the working conditions and benefits of school staff members, such as pensions, termination gratuities and like arrangements.

70. Do what is in the Ministry's power to facilitate the emergence of a strong province-wide trustees organization that can speak with one voice and play an important political role.

71. The operations of the regional offices be extended to provide greater assistance to the local school boards, if necessary through staff transfers from the central Toronto office.

72. The Minister review the objectives and operations, including in particular the staffing complement, of the central office and of the regional offices to determine the extent to which decentralization in appropriate areas is functional.

73. Each school board in the province be required by the Minister of Education to conduct a thorough "needs assessment" of the positions and functions of its administrative staff, from the position of vice-principal to that of director, and prepare a plan for the short-term and long-term future of the staffing of its schools and central office(s). The needs assessment and plan be reviewed and revised, as necessary, every three years and in each case a copy of the assessment and of the staffing plan be filed, for evaluation and approval, with the Ministry of Education through its regional office.

74. In conducting its needs assessment and in preparing its staffing plan, the school board operate on the assumption that more of the responsibilities be delegated to staff at the school level and that the Ministry of Education in its evaluation and approval of each plan bear this in mind.

75. The Minister ensure that where emergency or crisis conditions of short duration arise, appointments of staff by boards to deal with them be on a short-term task-determined basis only.

76. The Minister of Education take steps at once to ensure that proper records of job classifications are made in the Ministry and maintained, and the result published annually.

77. Pupil ratios be calculated and reported for each type of position, based on September 30 enrolment figures.

78. In negotiations with school boards the teacher associations make elimination of large classes as a first priority, making class size studies each year for elementary and secondary schools and working directly for a maximum size to be set, instead of dealing with rather meaningless reductions, of the average pupil-teacher ratio.

79. No further negotiations on the basis of the PTR alone be conducted by teachers or by boards.

80. The concept of continuing employment be instituted for full-time and part-time appointments.

81. After early retirement up to 100 days teaching employment per year, instead of the present 20, be permitted without penalty to age 65.

82. The superannuation regulations be amended to permit, during the period between now and 1986, early retirement on the basis of an 85 factor.

83. The fund be monitored on an annual basis with a thorough evaluation in 1986, and if necessary, contributions of employers and employees be increased from time to time to keep the fund sound.

84. In light of the 1986 evaluation and the conditions of the economy at that time, and of its future prospects, a decision be made in 1986 whether to continue on the basis of the 85 factor or to revert to the 90 factor or to age 65, or to change to age 70.

85. The teaching profession begin work together on the following:

    (a) early retirement plans;

    (b) job sharing plans, including night school and summer school jobs;

    (c) elimination of large classes;

    (d) encourage most kinds of part-time continuing employment;

    (e) promotion or transfers, exchanges, and leaves of absence;[1]

    (f) encouragement of in-service training, including retraining for teaching, as well as for related or even unrelated jobs in business and industry.

86. Present time requirements regarding notice of resignation be withdrawn, and in lieu thereof there be incorporated in the collective

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[1] See Industrial Inquiry Commission on Educational Leave and Productivity appointed by the Federal Ministry of Labour, 150 Main Street West, Hamilton, L8T 1H8.

agreement between each board and its teaching staff a clause stipulating that notice of intent to resign be given as early as possible, preferably one year in advance of the date of severance of employment.

87. Each board be required to give at least one year's (twelve months) notice of dismissal on the basis of surplus/redundancy, and if the services of the employee are still required within 24 months of notice of such dismissal, he or she be reinstated with full rights, privileges and benefits previously enjoyed.

88. The Minister of Education collect and distribute annually complete information in regard to the number, qualifications, age and sex of all categories of school staff, including support staff, employed by school board.[1]

89. The Minister of Education amend the Acts and Regulations to provide for term appointments for all supervisory and administrative positions for each Board in the province, and the Regulations specify the period and conditions of such term appointments, including the amount of stipend which may be paid and recognized for legislative grant purposes.[2]

90. Each school board prepare immediately, for submission to the Ministry of Education by June, 1979, short-term plans up to 1983 and long-term plans to 1988 covering the conditions of employment, supply and demand, remuneration and pensions of full-time and part-time non-certificated staff members, including plans, if any, for contracting out services at present or in the future.

91. The Ministry of Education conduct an investigation into the causes and effects of contracting out to determine the relative benefits to the education system and society as a whole, and that the Canadian Union of Public Employees and other interested labour and professional associations be directly involved in this investigation.

92. A detailed staffing and cost study be made for secondary schools, similar to that already completed by Rideout (1977) for elementary schools, to include a review of formulae for allocating staff and a series of case studies of the roles played in education by non-certificated staff and their contributions to our schools.

93. Where non-certificated staff, such as registered psychologists, are assigned to active work in special education programs, they be counted, in proportion to their involvement in the program, in the weighting factor for special education used in the calculation of legislative grants to school boards.

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[1] Complete data are not given in the 1977 Report of the Minister, although they were for 1975 and 1976.

[2] The same practice should apply, under the same conditions, to employees of the Ministry of Education, at the central offices and in the regional offices.

94. There be only two bargaining units involved with non-certified staff for each board, one for secretarial and clerical staff, lay assistants, attendance counsellors, audio-visual technicians, and psychologists, and the other for maintenance, operations, transportation, and cafeteria personnel.

95. Every staff member be included in one of the bargaining units mentioned immediately above, or at least that strong encouragement to this end be provided by each school board.

96. Part-time employees be included in the bargaining units and be granted the same fringe benefits, including pension opportunities, as full-time employees.

97. Every board be given the authority to dispose of surplus properties and to apply the proceeds immediately to the purchase of other real properties, or to put the proceeds in an escrow account for a period up to five years without the negative grant being imposed. At any time during the five years the board should be allowed to use those funds to purchase new properties, the acquisition of which has been approved by the Ministry. Income from the funds in escrow should be apportioned between the board and the Ministry in the same proportion as the proceeds from the disposal would have been apportioned.

98. The Ministry of Education pay in full, from current revenue, the costs of all new sites, buildings and additions, including replacements, approved by the Minister, and hence own them outright. This provision should be made effective as soon as possible and made retroactive to all real property-related expenditures approved after December 31, 1977.

99. (i) A two-year moratorium be placed on building new secondary school accommodations and excess demand for place be accommodated over the short-run by busing.

(ii) At least 50% of the capital budget be directed to renovation, and these capital funds be paid to the boards on the same basis (i.e., in the same ratio of provincial expenditures to local expenditures) as operating grants.

(iii) Capital expenditures continue to be monitored by the Ministry through regional offices.

(iv) Where surplus capacity of one board can meet the requirements of a neighbouring or overlapping board, the services of the Ministry be offered in negotiating the arrangements and terms, and where it is in the public interest, to mandate these arrangements and terms. The Minister should, if necessary, indicate that Ministerial approval of the intended property transactions of both boards is contingent upon such negotiations serving the interest of local and provincial taxpayers.

(v) All boards be requested to prepare for public distribution a statement of their policies and procedures regarding transportation of pupils, possible or anticipated school and classroom closings and the use of space no longer needed for instructional purposes (as discussed in the Second Interim Report and in Information Bulletin #1).

100. All industrial and commercial properties* be assessed and taxed for school purposes directly by the province, and be exempted from school-related municipal taxation; there be one school-related industrial-commercial rate for the province, the proceeds of this tax be applied solely to the support of elementary (separate and public) and secondary education in the province as part of the equalization formula applicable to general legislative grants.

101. The taxation of real estate for education purposes be the source of 40% of the total provincial costs of board operations within the ceiling of expenditures recognized for grant purposes. (If the first of these two major recommendations is accepted, there will be two components to the taxation of real estate: one will be the provincial tax on industrial-commercial properties for school purposes, the other will be the local taxes on residential and farm properties for school purposes. It is the sum of both of these that is to be 40% of the costs of board operations.)

102. The employer's contributions to the Teachers' Superannuation Fund be made by the boards and that those contributions be included among recognized operating expenditures for grant purposes.

103. Boards with declining enrolments be granted special assistance through the introduction of some form of "slip-year financing" (averaging of enrolments) that spreads the loss in grant revenues from declining enrolments over several years throughout the whole period of decline.

104. The continuation of the special grants for isolate boards. In addition, I recommend that some schools in other than isolate boards, be recognized by the Minister as operating under unusual geographical conditions, or under other unusually challenging conditions, and be designated by the Minister as entitled to receive special funds. The purpose of these funds will be to allow them to operate at significantly higher than usual unit costs in order to provide a minimally acceptable school program (as defined by the Minister). It is further recommended that the associated regulations ensure that the additional funds are in fact spent on the designated schools.

105. "Special" or "stimulation" grants as now designated by the Minister of Education be incorporated into the legislative grant formula, possibly through "weighting factors" (note the exceptions referred

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*If an industrial or commercial property is owned by an individual and the share of an individual can be determined, then that person should have the right to direct the tax to the appropriate school system, public or Roman Catholic.

to below). If, however, these grants are to be retained as a separate part of the school grants system, I recommend that the province pay the full costs of the services they are intended to promote.

106. Grants for Special Education, Franco-phone Education and the Heritage Language Program be provided for in a special section of the regulations and that the related grants be monitored to ensure that they are, in fact, spent only for the intended purposes.

107. Never lose sight of the fact that the child as the learner is not only the centre of the school system but the only reason for its existence.

Estimates of Costs of Implementing Recommendations

The recommendations of this Commission are mainly directed to a graceful accommodation of the new demographic and economic aspects of our publicly-supported school system. Few of the recommendations are amenable to meaningful cost estimations. In most cases that are, the cost consequences are so obvious it is hardly necessary to point them out.

A recommendation with obvious cost implications is the one asking that the province be the major partner in a 60-40 relationship in the finance of board operating costs. The behaviour of the province in the years since 1975 suggests that we are now approaching a 50-50 partnership. The recommended shift in the burdens should have no effect on unit costs, but it may. Such a significant change in our financing of education could have some effect on our propensity to spend on education. Our education expenditures, both before and after a change in the apportionment of costs, will be the product of many political processes.

So far as school finance is concerned, the most fundamental recommendation offered in this report is that, for school purposes, the basis for industrial-commercial assessment be made equal across the province and taxed at the same rate everywhere. It is possible that such a restructuring of the system would have profound political consequences. Residential property owners, seeing an opportunity to lower their taxes, might organize to exert political pressure to increase the contribution of the industrial-commercial properties to school finance. My recommendation was that the industrial-commercial rate be fixed initially at the point that would have those properties paying the same portion of board expenditures that they now pay as a total for the province. It should be noted that those properties, when taxed by municipalities, are now paying some portion of above-ceiling expenditures. To tax them at the same rate across the province and to apportion the revenues evenly to the boards, would be, in effect, to raise the ceilings

demand for some boards. However, there is no reason to assume that would necessarily lead to significant increases in expenditures. Some boards now spending near or just above the ceiling would have some inducement to spend a bit more than they are. Some boards now spending above the ceiling (and getting relatively large portions of their tax revenue from industrial-commercial assessments) would have to increase taxes on residential properties to maintain their present expenditure levels. The result of these changed circumstances would probably be some modest increase in total board expenditures across the province. It would not be at the expense of the province. It would have to be at the expense of higher taxes on residential properties in boards that now have disproportionately high industrial-commercial assessments and are unwilling to accompany the erosion in their relative advantages with decreases in unit costs.

The provincialization of assessment and taxation rates of industrial-commercial properties is tantamount to making the above-ceiling expenditures of a board dependent upon the willingness of residential property owners in that board's jurisdiction to underwrite above-ceiling school expenditures. Householders would be paying more directly -- and paying in full -- for what they presume to be the benefits of units of public schooling beyond those purchased by within-ceiling expenditures. It is impossible to predict what the effects of this would be on our propensities to spend on education at the local level.

Because the weight of evidence is against significant and lasting diseconomies associated with declining enrolments, I have assumed that there will be savings associated with declining enrolments. These savings will be roughly in proportion to the decline in enrolments. Those declines have been about 2% a year in elementary schools for some time, and will be for a few more years. Starting next year or the year after, declines of 2% to 4% in secondary schools will be the rule for about five years. We can assume that our savings will be in proportion to the declines. I have recommended that the savings from these enrolment declines not be realized immediately. If it is decided that some variation of slip-year financing or a rolling average of some type

accommodating enrolment changes, a part of the savings that will accrue to the province from declining enrolments will be postponed for several years. A 3-year rolling average is often suggested. If it is elected, it will mean that a 2% decline in enrolments would result in only about .67% accruing the first year, 1.34% the second year and the full 2% the third and subsequent years.

People tend to spend more on education as their incomes increase. The poor performance of the economy in recent years and the anticipated very modest improvements in the foreseeable future notwithstanding, we will probably elect to spend a little bit more per student (in real terms) most years. This will make it virtually impossible to determine just what the savings from declining enrolments will have been. Those savings can be spent any way we choose. Higher quality education (i.e., higher per pupil expenditures) is one very appropriate way. Nevertheless, the savings from declining enrolments are one thing, increased expenditures per student are another. What has been recommended in this report will cost in a given year, Year Y, about 2/3 of the possible savings from declining enrolments from Year Y-1 to Year Y. In Year Y+1 it will cost about 1/3 of the possible savings from Year Y-1 to Year Y. In Year Y+2 it will have no costs.

The recommendations that the teacher training institutions cut enrolments by 50% from September, 1977, to September, 1979, will mean, ultimately, a 50% savings in grants to the training institutions from the province for pre-service training. However, since post-secondary institutions already use a rolling average in determining their enrolments for grant purposes, those savings will not be realized immediately. The recommendation is that the institutions receive a grant for research, field service and continuing professional education (including in-service training). This recommendation will have a cost. It is suggested that 40% of the savings to the province from declining pre-service enrolments in the training institutions be foregone (or more accurately, immediately reinvested) for this purpose.

In general, the recommendations in this report are for policies that ensure for taxpayers, locally and provincially, the potential savings from enrolment declines. The costs are those associated with foregoing a part of those savings in the short-run to facilitate a reorganization. The recommendation for a modest but significant transfer of the burden of education costs from local taxes to provincial taxes will be a cost to the provincial government, but not an added cost to the people of the province in their dual capacities as local and provincial taxpayers.

In these concluding remarks on costs I have spoken about costs and savings in real dollar terms and avoided the issue of inflation. Again, however, I will make the point that most of what at first appear to be the problems of accommodating to enrolment changes turn out, upon closer examination, to be the problems of managing and financing our school system under inflationary conditions.

I have made the point that it is unlikely that we will elect provincial or local expenditure policies to reduce the per-pupil expenditures in real terms. It is more likely that we will continue to spend more per pupil over time, even though the rate of that increase will probably be very modest in comparison to recent history. But I have also made the point that we may well choose to spend a smaller portion of gross provincial product or of government revenues (provincial and local) on our publicly-supported school system. My main concern at this point is that we not let inflation influence our decisions to spend more or less on education.

In my Second Interim Report I recommended that, for two years, the grant per-pupil on a provincial basis not fall below the 1978 grant plus an adjustment for inflation. I have made recommendations in this Final Report that will require some increase in the per-pupil provincial grant in real terms. I hope these recommendations for a modest reversal in the erosion of the province's share of the costs of board operations will be implemented. But I hope even more that the government will act on my earlier suggestion of an annual adjustment for inflation. Otherwise I do not see how we can have even intelligent debates on what the

levels of provincial expenditures for education should be. To be reasonably well informed on what we are doing about education expenditures, it is necessary that we first state clearly how much the change in the per-pupil grant will have to be in a given year to compensate for price changes since the previous year. We can then make the decision to keep the per-pupil grant the same, to increase it or to decrease it in real terms. Whether we elect to increase or decrease per-pupil grants is less important than that we know whether or not we are in fact increasing them or decreasing them.

Concluding Remarks

My concluding remarks will consist of a summary of and comments on the main findings of my investigations. The summary of my recommendations, from the Second Interim Report as well as from this Final Report, have been listed elsewhere for ready reference.

(1) Extent and Duration of Declining Enrolments

The first charge in my terms of reference required me to report upon the extent and duration of the period of declining school enrolments in our province. As early as the October 14, 1977, conference which I called, I estimated that we were facing a 10- to 15-year decline in enrolment. I was not able at that time to specify the likely trends for the long-term, i.e., for the remainder of this century, largely because the results of the 1976 census had not been tabulated and reported by single years of age, which obviously left a crucial gap in the essential information. By the date of my First Interim Report, however, these data were available, not only for Ontario but for every province, so comparisons of trends and likely developments could be made. I was, therefore, able to include in the First Interim Report projections up to the year 1986 with considerable confidence, and even give some indication of what I thought the long-term prospects were likely to be. I was confident that continued declines in elementary school enrolment would undoubtedly continue to 1986 at least and that the initial series of declines in secondary school enrolment would, with but few exceptions, occur throughout Ontario and, further, that for some school boards the declines would likely be quite severe, especially in the large cities (and even in some of the adjacent suburban areas, but not in most), even amounting in exceptional cases to losses of up to 40% or more in secondary school enrolments. It was clear, also, that these declines would continue beyond 1986, although probably not in as severe a form. All these data, plus materials on international and interprovincial migration for the other provinces as well as Ontario (Ontario

as the pivot is vitally affected in all cases) were fully reported upon in tabular, graphic and text format. I also included references to other countries which were experiencing somewhat similar conditions and commented upon trends in fertility and other changes in the population, of Canada and these other countries. These items were the basic elements which had to be considered first in any thorough study of declining school enrolments.

I should point out, however, that it was not until much later that essential additional information on population projections became available from the provincial source, the Ministry of Treasury, Economics, and Intergovernmental Affairs (TEIGA) and from Statistics Canada.[1] The more recent data was needed because it became obvious that all their models and earlier projections had to be revised in light of unanticipated changes found in the 1976 census. I commissioned 2 population projection studies: the one from TEIGA was to include specifications of population changes by counties and districts and to outline the implications for school enrolments and school facilities; the contract with Statistics Canada asked only for nine population projections by single years of age, according to fertility and immigration levels which I specified as assumptions to be used as the parameters of their computer model. I had myself earlier calculated a set of tentative population projections in order that I might anticipate and plan how best to utilize these new data. I had by then also received preliminary figures on birth registrations in Ontario for 1976 and 1977 plus some indication of the returns for the early months of 1978. It was clear that the problem of declining school enrolments was becoming greater in extent and promised to be of longer duration than I had earlier thought possible.

Consequently, my Second Interim Report appeared in a revised form, not as originally planned as a White Paper of possibilities and alternative solutions, but as a clear statement of the likely situation in regard to school enrolments to the end of the century and as a set of specific recommendations on matters that, in light of those conditions,

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[1] I have just received a copy of the July, 1978, projections from the Ministry of Education, even as I write these final paragraphs.

seemed to be of an urgent nature requiring immediate action. I felt, too, that school boards should be alerted so that they might start at once on the development of short- and long-term plans to provide the solutions for the unique conditions which would affect their school systems. From our studies and from the public hearings held, as required, throughout the province, I knew that some boards would be experiencing manageable enrolment increases for many years, others would enjoy stable enrolments for the foreseeable future and many would suffer from substantial enrolment declines. I recommended that the Ministry of Education commence development of short-term and long-term plans on the provincial level.

For my Final Report, which has been somewhat delayed by the mail strike and the problems of processing data relevant to the current situation, it has been possible for me to confirm my earlier tentative projections and to prepare complementary sets of projections of school enrolments. Since we know now that births are lower again in 1978, that migration patterns are being affected adversely by economic conditions and the high rates of unemployment in Ontario, that net losses are being suffered by this province in interprovincial migration and that fertility is continuing to decrease, we can be certain that the only substantial change in enrolment trends could arise through larger international migration, at least for the short term.

Although I believe that our elementary schools will experience a period of stable enrolments after 1986 or 1987, probably even general increases on a provincial scale, it is clear that secondary school enrolments will continue to decline until 1993 or 1994, and then probably have a period of stability or increasing enrolments. I have recommended that we plan for these periods of stable and increasing enrolments. I am aware, though, that unless fertility trends are changed or unless immigration is increased, we could very well face a long period of continued slow but steady decline followed by new cycles of sharp declines around the end of this century.

Teacher supply, in terms of pre-service preparation, will prove to be a long-term problem. There will be surpluses in the immediate future,

followed by shortages near the beginnings of the next century since those in the present Teacher Boom (reflecting the Pupil Boom) will prove more than sufficient in number for many years, but will later retire in a short period leaving a gap to be filled (unless we can synchronize the staffing and training procedures to the dramatically shifting demand and supply ratios). Careful short-term and long-term planning will be required in employment and retrenchment procedures at the school board level as well as in the organization of teacher education in our university system.

(2) The Problem of Solutions

The major problems created by declining school enrolments will be associated with programs, staffing and facilities. There is no doubt that during the next 10 to 15 years all of these areas will be affected, but to varying degrees across the school boards of this province. Those boards experiencing a steady-state or increasing enrolment (at least for the present) may well face some quite different problems, especially those boards which have enrolment declines in one part (frequently due solely to population shifts) and stable or increasing enrolments in other parts.

There is no magic solution which will allow us to avoid such unhappy aspects of declining enrolments as reductions in school programs, staff dismissals, closing of classrooms and schools and busing of children over long distances. Nor are there any easy solutions to the inflation related problems that exacerbate the problems of enrolment declines. Certainly there is no single solution -- or single package of solutions -- which can be applied to all school boards. There are general principles which do apply, of course, and there are a few solutions which apply to a variety of situations. Generally speaking, however, each school board will find its problems are unique and that it must fashion solutions specifically to meet those problems. Fortunately there is a wealth of knowledge and experience upon which to draw. Indeed, enough is known about the problems and solutions that a board can secure sufficient information about tried and proven solutions to satisfy most, if not all, of its needs.

(3) Some of the Major Effects

We must accept the fact that there will be major impacts upon our schools, school systems and the students where the declines are severe. We know already that in some schools and school systems programs are being adjusted and curtailed, including programs in special education and languages, and that this will continue. Some teachers and other staff have lost their jobs and more will. Programs of teacher education will be changed greatly, and for the immediate future the pre-service element will be cut back drastically and in-service programs increased. Some classrooms will be closed and some schools vacated or used for other purposes, or sold and demolished. All this will occur rather quickly. Most of the changes will have taken place during the next 10 to 15 years.

(4) Extension of Schooling

As the Youth School, as we have traditionally known it, shrinks, the functions of our system of "education" will be extended. Presumably this extension will be done in cooperation with other ministries and agencies. Part of the surplus space and personnel may be utilized in education-oriented programs for other groups, from day-care for infants to facilities for the ever-growing group of senior citizens. The problem here will be one of cooperation and coordination, in the planning, conducting and financing of these new services. Already we can see the beginnings of the new era in the Ministry of Education's cooperation with federal agencies on manpower problems and with the Ministries of Correctional Services, Health, and of Community and Social Services. There is no shortage of pressing problems and needs, many of an extremely urgent nature for which immediate preventive measures must be introduced. But we have little or no tradition or experience in working together in solving such problems at the municipal, provincial or federal levels. The greatest, if not the only hope, is that the local community, sparked by recognized needs requiring action locally by many agencies, will serve as the starting point for just such joint endeavours, which seems to be the plan launched by the Ministry of Community and Social Services.

(5) Economic and Financial Constraints

I have made much, perhaps overly much, of the economic and financial conditions under which our schools now operate. I have, in effect, treated economic conditions and demographic developments as the two salient aspects of the new environment to which our schools must accommodate. Declining enrolments are an obvious consequence of demographic developments, but the means we are able and willing to appropriate to solve the schools' problems are determined in large measure by economic conditions. However, our propensity to allocate the product of our economic activities to the schools is not simply a function of how much we are producing or of how well the economy is performing.

The mobilizing of resources for our schools is a complex process and the work of a correspondingly complex institutional arrangement. At the most abstract level, that institutional arrangement can be described as that which exists among the provincial government, the boards of education and the citizens of Ontario in their capacities as voters, provincial taxpayers and local taxpayers. But a proper respect for the complexities of public finance in a modern bureaucratic democracy requires some concern for the roles of the Legislature, Cabinet, the ministries, government agencies, political parties, lobbies, professional organizations, unions, municipalities, ratepayer organizations and the media in affecting education expenditures and the related taxes. Because the political process that is the funding of our public school system must work through this institutional complex, it is not a simple matter to relate economic developments to the funding of education.

At this point in our history, school finance is affected more by inflation than by economic growth rates. Price changes have very different effects upon the various components of our system of school finance. As a consequence our complicated arrangement for financing of education is not working well. The aspect of this threat to the smooth functioning of our school finance system that I have dealt with at length is the problem of maintaining our traditional provincial-local partnership in funding school board operations. Short of curing inflation --

and notwithstanding any remarks I may have made implying that they could or should, I do realize that our provincial government can do relatively little about it -- the best hope for maintaining this partnership is decisive action for real-property tax reform, in particular reform that will see assessment of taxable real property follow more rapidly the changing market values of those properties.

I consider that accommodating inflation in our school finance system is first and foremost the responsibility of the provincial government. But there is another challenge related to school finance that is equally the responsibility of provincial authorities and of board members and administrators. It is, quite simply, the recognition that school expenditures will not grow in the foreseeable future as they have in recent decades. In fact, total school board expenditures, in constant value dollars, may be less in the future than they are now, and they very likely will be a smaller part of government revenues (provincial and local) and gross provincial product. As educators -- and as politicians and administrators responsible for public education -- we must learn to live within our budget constraints.

(6) Remedial Actions

I have chosen to emphasize the savings that are to be had as the results of declining enrolments. Regarding the problems of declining enrolments, I have made the points that they are primarily challenges of administration and organization, and that for the most part they will be short-lived. For all of that, I concede that the problems are real and significant, and we must act decisively to prevent them from doing damage to the pupils who will be in school while the administrative and organizational adjustments are being made.

There are many ways we can act to alleviate the negative effects of declining enrolments. It is the provincial government that has the resources to act most decisively, and it is to the provincial government that the people of this province are looking for leadership. The most obvious strategy is for the province to provide financial assistance to

the boards as they reorganize. I reemphasize that as the province does this, they are only postponing some of the savings to be had from declining enrolments, they are not foregoing those savings. And they are accepting that postponement in the interest of a smoothly functioning school system.

The boards must respond in a similar manner. They too can postpone some of the savings. They can well afford to assume some extra costs, on a temporary basis, during the period of transition. In particular, they can significantly reduce the pressures on teachers and other staff by planning their personnel needs well in advance. It should rarely happen that school employees become "suddenly" redundant. Careful personnel planning is the least expensive way to reduce the trauma of redundancy, but it may also be said that the boards can afford some "inefficiency" in the termination of redundant staff. Again, savings do not have to be realized at the first possible moment.

The first aspect of planning for declining enrolments is, of course, making the best possible projections of future demands for service and of the related personnel and other requirements. But there are other aspects of preparing for change, whether or not we call them planning. Boards can materially alleviate their present and future problems by demonstrating more willingness to assist and consult with one another, and with other agencies of municipal and provincial governments.

School and community level decision-makers must prepare themselves to see the total picture related to enrolment changes and to place local issues in their proper perspective. They must also demonstrate a willingness to negotiate for reasonable solutions -- with other boards and municipalities, with staff bargaining agents, with agencies of the province.

Teachers too will have to play a significant role in the smooth accommodation to new realities. I have been encouraged by the evidence I have seen that teachers are willing -- and eager -- to be involved in planning and reorganization. They have interests at stake, of course,

but they also share the concerns of other taxpayers for economy in the provision of education and other public services, and they maintain their tradition of putting the interests of students above all others. The school system needs, and I believe will get, active leadership from teachers, individually and through their organizations, in the reorganization of the school system.

Unquestionably, the discomforts of accommodating to new enrolment levels will fall disproportionately upon new teachers and young people wanting to be teachers. Ironically, the first effort to help them must be to "close off the pipeline". I have not recommended that we stop the production of new teachers, but I have recommended that new entries to the faculties of education be reduced by at least 50% from September, 1977, to September, 1979.

(7) Costs of Education

In addition to the comments I have made about economic and financial constraints, I offer these final observations. Because it is a labour intensive activity, the relative costs of education will, like the costs of other services, increase over time. Because it is a "superior good" we will probably buy more of it and insist on quality improvements as we become more prosperous. For all of that, though, the unit costs of education in real terms will probably increase very slowly in the foreseeable future.

Education will, for some time at least, face hard, competitive pressures from other public services. Moreover, under conditions of very slow improvements in output (and income) per worker, Ontario taxpayers and their politicians will be reluctant to increase public revenues in the foreseeable future. It will be difficult enough just to maintain per-pupil expenditures at the present real-dollar levels and to protect them from erosion by inflation.

At that first conference held by this Commission on October 14, 1977, the Minister of Education, Tom Wells, said we "cannot spend our way out of this problem" (i.e., the problems of declining enrolments).

It has been well demonstrated to me in the intervening year that the emphasis must be on spending education dollars very carefully. If the case is made well, education's priority in provincial and local budgets will be adequate to maintain the quality of education we have. We will also be able to make some selective improvements. But there certainly will be no marked increase in the real dollars per pupil available to our school system.

(8) Broader Social Issues

The phenomenon I have focused upon, declining school enrolments, is only one part of the exciting story that is the change in the age distribution of our population. In a few years other problems of reorganizing our society may make what we call the problems of declining enrolments seem simple.

I tend to emphasize the problems attendant upon demographic change. This is in large measure because I am concerned for the provision of public services, and it is never easy to accommodate public services to changing conditions. However, there will be some remarkable savings and advantages to the decrease in the ratio of children to adults in our population. For a period of a generation or more we should enjoy some significant increases in total product and product per capita (even if not per worker).

It is important that we plan and act to maximize the economic advantages of a "maturing population". We must make the most of a falling dependency ratio, not only to reap the benefits of higher rates of production but to increase capital accumulation. We will need that extra capital when the declining portion of children in the population creates another increase in the dependency ratio, in particular an increase in the ratio of pensioners to employed persons. Our ability to deal with that situation will be improved if we have high rates of production and large capital accumulation in the intervening years. The modest economies that are to be realized from declining enrolments will contribute to that capital accumulation.

And now as my long and most interesting year's labour ends, I would like to complete this Final Report with what I consider my most important recommendation:

> Never lose sight of the fact that the child as the learner is not only the centre of the school system but the only reason for its existence.

During all the years I have been associated with the Ministry of Education (formerly Department of Education) and its officials, government policy has reflected a very liberal view of the educated man. All our policies and practices must recognize that there has been no change in the acceptance of this general aim of education.

The major problem in the schools to the present has been that this concept has never been fully realized in practice. It could be further threatened by the pressures and strains of declining enrolments and restricted resources. I have been very conscious of these dangers, but believe that nothing I have recommended or suggested would render it impossible for us to continue our wholehearted pursuit of our general goal.

U S DEPARTMENT OF HEALTH,
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RAPPORT FINAL

INCIDENCES DE LA BAISSE DES EFFECTIFS SCOLAIRES SUR LES ÉCOLES DE L'ONTARIO

* * *

PROBLÈMES ET SOLUTIONS

* * *

EA 013 308

Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario

31 octobre 1978

Toronto, Ontario

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Pour préparer le présent Rapport final, j'ai sollicité et reçu les avis et l'aide d'un grand nombre de personnes, notamment -- et de façon encore plus importante qu'auparavant -- des auteurs des documents de travail et des bulletins d'information. Comme précédemment, j'ai également pu compter sur la collaboration toute particulière des présidents des différents comités, MM. Michael Connelly, Howard B. Henderson, Edward Hickcox, John Holland et le professeur Vernon S. Ready (de l'université Queen). Les données d'ordre démographique ont été recueillies par M. Saeed Quazi, avec l'exactitude et le souci du détail qu'on lui connaît. Je tiens également à remercier très sincèrement le personnel de Statistique Canada et celui des divers services du ministère de l'Education et des autres ministères du gouvernement de l'Ontario, qui n'ont pas ménagé leur temps et leurs efforts pour nous fournir les renseignements nécessaires.

En raison de l'importance que j'ai accordée aux aspects économiques et financiers, notamment au financement public, j'ai sollicité un appui tout particulier de M. John Holland, qui me l'a accordé avec empressement et a droit à toute ma gratitude. Les activités de la Commission sont presque devenues la seule et entière responsabilité de M. Henderson, qui s'est acquitté de sa tâche depuis le début avec une grande compétence, malgré de très grands inconvénients personnels.

Tous les responsables de la réalisation de cette tâche désirent exprimer leur plus profonde gratitude aux membres du personnel de la Commission, dont la compétence, le dévouement et l'efficacité ne se sont jamais démentis. Ils nous ont demandé de garder l'anonymat, mais tous ceux qui les ont vus à l'oeuvre peuvent témoigner de la qualité de leur travail et de leur dévouement, et savent qu'ils n'ont jamais hésité, au besoin, à travailler le soir et les jours de congé. Leur collaboration nous a été très précieuse, beaucoup plus que je ne le méritais ou n'osais l'espérer, et je suis sûr que leurs nouveaux employeurs pourront mettre à profit leurs talents et leur compétence et apprécier leur dévouement.

Il va de soi que j'assume la pleine et entière responsabilité des opinions et points de vue exprimés dans ce rapport, ainsi que des erreurs et omissions

qui s'y seraient glissées. J'assume aussi l'entière responsabilité des recommandations du rapport. La tâche qui m'a été confiée, pourtant déjà lourde, a été rendue encore plus difficile par suite des échéances que j'ai établies. J'en ai cependant retiré une grande satisfaction, en raison notamment des liens d'amitié qu'elle m'a permis de nouer ou de renforcer. Partout, j'ai été accueilli avec chaleur et courtoisie. Tous étaient conscients que la recherche de solutions était une tâche collective, qui ne pouvait être accomplie par une seule personne.

Lettre de présentation

Le 31 octobre 1978

Le docteur Bette Stephenson
Ministre de l'Education
Province de l'Ontario
Edifice Mowat, 22^{e} étage
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Toronto, Ontario
M7A 1L2

Madame le ministre,

J'ai l'honneur de vous présenter mon rapport final, que vous trouverez ci-joint. Ce faisant, je m'acquitte de la mission qui m'a été confiée il y a un peu plus d'un an. Comme je l'avais promis, mon rapport est bref et précis. Après une courte introduction et quelques renseignements généraux, j'analyse exclusivement au cours de chacun des chapitres l'incidence de la baisse des effectifs scolaires en regard des divers sujets retenus. Conformément à mon mandat, j'ai cherché à évaluer de façon réaliste les coûts de la mise en oeuvre de chaque recommandation dans toute la mesure du possible, pour chaque chapitre, sauf lorsque ces coûts ne se prêtaient pas à une estimation.

J'ai surtout tenu, comme vous le constaterez, à présenter des solutions pratiques et raisonnables, ce qui m'a souvent fait chercher des compromis pour surmonter les oppositions et présenter un terrain d'entente susceptible de nous permettre de faire face à cette période d'incertitude.

Il m'est apparu essentiel d'accorder une attention toute particulière à la conjoncture économique actuelle et aux contraintes d'ordre financier. Si nos conseillers en économie ont raison, nos conditions économiques seront tout aussi rigoureuses, voire davantage, dans un avenir prévisible, non seulement pour la prochaine décennie, mais très probablement jusqu'à la fin du siècle. Il s'ensuit qu'un grand nombre des améliorations que j'aimerais voir apporter en matière scolaire et qui doivent être apportées le plus tôt possible, ne

peuvent tout simplement pas l'être aujourd'hui ou dans l'immédiat. Nous n'avons pas en effet et nous n'aurons pas les ressources financières nécessaires. En fait, à moins d'un redressement rapide et important de nos conditions économiques et d'un accroissement de nos ressources financières, nous devons réduire nos attentes en matière scolaire et prévoir la réduction systématique du nombre et de l'importance de nos programmes scolaires.

Toutes les projections dont nous disposons maintenant pour l'Ontario indiquent clairement que la baisse des effectifs dans les écoles élémentaires se poursuivra vraisemblablement jusqu'en 1986, et jusqu'en 1994 dans les écoles secondaires. Le nombre de naissances continue à baisser, et aucun des éléments qui expliquent cette baisse (et dont j'ai parlé dans mon premier rapport provisoire) n'a changé. En fait, les démographes canadiens prévoient que la famille moyenne comptera 1,6 enfant, voire 1,5. Or, comme le bilan ontarien de la migration interprovinciale nette est à nouveau négatif pour quatre des cinq derniers mois, de mai à septembre 1978, et que les rapports indiquent que la migration internationale nette n'augmentera vraisemblablement pas de façon importante, la baisse des effectifs des écoles élémentaires pourrait fort bien se poursuivre jusque vers 1990, et jusqu'après l'an 2000 pour les écoles secondaires. Selon l'hypothèse qui m'apparaît la plus fondée -- mais ce n'est qu'une hypothèse -- je crois cependant que cette baisse devrait s'atténuer vers le milieu des années 1980 jusqu'au début des années 1990 dans les écoles élémentaires, et à compter du milieu des années 1990 et pendant quelques années dans les écoles secondaires. Mais à long terme, c'est-à-dire à compter des années 1990, le nombre de parents "potentiels" diminuera constamment, au fur et à mesure que les enfants nés de l'explosion démographique de la fin des années 1940 et 1950 atteindront l'âge de 40 ans et davantage, et seront remplacés par les cohortes nées dans les années 1960 et 1970.

Dans l'avenir immédiat, et même à moyen terme, la baisse des effectifs scolaires exercera donc des pressions implacables. Sans écarter la possibilité d'un renversement de la tendance du taux de fécondité, qui viendrait accroître légèrement les effectifs scolaires s'il s'amorçait après 1980 ou 1990, nous devons également être conscients que (si l'évolution constatée en Europe se poursuit ici) la baisse progressive des effectifs pourrait bien durer jusqu'à

la fin du siècle. Heureusement, les pires effets de ce phénomène auront fini de se faire sentir dans une dizaine d'années, ce qui permet déjà d'entrevoir un certain soulagement. Si nos économistes plus optimistes se révèlent meilleurs prophètes que certains de leurs collègues moroses, notre économie devrait alors s'être redressée, et le chômage et l'inflation auront atteint des niveaux plus acceptables. Nous pourrions alors, tant par la qualité de l'éducation que par l'égalité des possibilités d'éducation, reprendre le terrain que nous aurions pu perdre au cours de la décennie précédente. Cependant, comme je l'ai indiqué dans chacun de mes rapports provisoires, j'ai confiance que si nous faisons montre d'imagination et de collaboration, il ne sera pas nécessaire que nous perdions du terrain au cours de cette période difficile de la prochaine décennie.

Notre situation m'apparaît plus critique que je ne l'avais prévu il y a un an, mais je n'en continue pas moins de croire que loin d'être une catastrophe, l'avenir s'annonce comme une période de défis et de possibilités. Certains, à tous les paliers du système scolaire, seront déçus et essuieront peut-être de dures épreuves, et cela est inévitable. Mais la collaboration de tous nous permettra d'épargner ces tribulations au plus grand nombre.

Il nous faudra modifier nos programmes scolaires, comme je l'indique dans une section ultérieure, mais cela pourrait bien être l'occasion d'une consolidation plutôt que d'une détérioration de la qualité, même si le choix des options ne sera vraisemblablement pas aussi vaste et illimité qu'aujourd'hui. Pour certains, cela constituera un gain net, et non pas une perte, pour l'éducation de nos enfants et de nos petits-enfants. Je ne partage pas entièrement ce point de vue.

Dans les pages qui suivent, Madame le ministre, je parle sans fard et sans détour, mais aussi sans exagération. J'essaie de présenter clairement chaque problème et, la plupart du temps, la solution logique qui s'impose tout naturellement, sans chercher à tenir compte des facteurs politiques ou autres. Je reconnais cependant qu'il se peut que vous soyez obligée d'en tenir compte.

Veuillez agréer, Madame le ministre, l'assurance de mes sentiments les plus distingués.

R.W.B. Jackson
Commissaire

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Préface

On ne peut apporter de solution simple au problème de la baisse des effectifs dans les écoles de l'Ontario, car il existe plusieurs problèmes, différents selon les conseils scolaires, et chaque problème a des caractéristiques particulières qui nécessitent des solutions bien adaptées. Ces différences existent même entre les conseils scolaires d'une même région métropolitaine, et certainement entre les conseils scolaires de la région Nord, malgré certains problèmes communs propres aux régions éloignées tels que l'isolement, la faible densité de population et les incertitudes économiques. Même sous le seul aspect des effectifs, on trouve des conseils scolaires voisins qui connaissent une croissance rapide, d'autres une évolution stable, d'autres enfin une baisse marquée.

En vérité, au moment où ma tâche se termine, je suis bien forcé de reconnaître que je me trouve devant un paradoxe quelque peu déconcertant: s'il est vrai que la baisse de la population scolaire entraîne un grand nombre de conséquences, ce phénomène en lui-même ne pose aucun problème pour l'éducation. En fait, bien des gens m'ont dit que loin d'être un obstacle ou un problème, cette baisse est une occasion exceptionnelle d'améliorer l'éducation en Ontario. Ce sont les facteurs connexes, principalement d'ordre économique, social et financier, qui sont à la source des problèmes qui nécessitent une solution.

Les lecteurs constateront, en parcourant le présent rapport, ainsi que mon deuxième rapport provisoire sur les problèmes qui nécessitaient mon attention immédiate, que je traite exclusivement des incidences de la baisse des effectifs scolaires sur chaque aspect de l'éducation. C'est presque exclusivement d'un point de vue économique et financier que j'ai défini les problèmes et présenté les solutions.

Comme nous ne pouvons rien faire pour freiner la diminution de la clientèle de nos écoles, nous devons apprendre à nous adapter à ce phénomène et chercher à maintenir la qualité de l'éducation, compte tenu des circonstances économiques, scolaires et financières défavorables qui existent à l'heure actuelle, et qui existeront encore pendant bien des années.

Dans la première section du présent rapport, j'analyse brièvement le contexte général et les contraintes économiques et financières qui sont les nôtres, avant d'indiquer le plus clairement possible les données démographiques inéluctables dont nous devons tenir compte. Mon analyse et mes conclusions sont fondées sur des études récentes préparées par Statistique Canada et l'Ontario Department of Treasury, Economics, and Inter-governmental Affairs (TEIGA). Dans la deuxième section, j'analyse l'incidence de la baisse des effectifs scolaires sur les programmes scolaires, qui sont au coeur de notre système scolaire, puis sur les services d'appui tels que la formation des enseignants, des agents de supervision et des autres agents d'éducation. J'étudie ensuite les mécanismes de fonctionnement, c'est-à-dire la gestion du système, la sélection, la nomination et les conditions de travail de toutes les catégories de personnel. J'aborde ensuite les installations scolaires, et enfin les problèmes importants du financement des écoles, des ressources locales et provinciales, des dépenses d'exploitation et d'immobilisations, et des sources de revenus. Dans la troisième et dernière section, et dans les trois appendices qui contiennent mes recommandations, je résume les données sur les coûts et présente quelques remarques sur les étapes de cette enquête, les leçons que j'en ai tirées et les conclusions générales auxquelles je suis arrivé.

Je crois que mon rapport final inclut toutes les considérations importantes. Les lecteurs constateront que j'ai accordé une attention spéciale aux incidences à court terme et à long terme, aux problèmes exceptionnels de la région Nord par rapport au sud, et aux droits et privilèges des Franco-ontariens et des écoles catholiques. En outre, j'ai abordé certaines questions telles que les conseils scolaires importants et ceux de taille modeste, les grandes et les petites écoles, les caractéristiques particulières des régions métropolitaines et les problèmes de croissance des nouvelles banlieues qui les entourent. J'ai aussi analysé les questions de l'enseignement du français, langue seconde, l'enseignement de l'anglais, langue seconde, notamment aux immigrants, et le multiculturalisme.

J'ai cherché à manifester un optimisme raisonnable dans toutes mes constatations, en soulignant les possibilités qui se présentent à nous en éducation. J'ai également cherché à présenter des conclusions et des solutions qui tiennent compte des contraintes économiques et financières existantes. Bien

des gens m'ont dit qu'il ne m'appartenait pas de reconnaître ces contraintes et d'en tenir compte dans la recherche de solutions. J'aurais versé dans la facilité et l'utopie en recommandant, par exemple, un accroissement illimité du nombre des enseignants par la réduction du nombre d'élèves par classe, sans égard aux coûts, ou même un élargissement des programmes scolaires en vue de fournir des services spéciaux à chaque enfant, sans tenir compte des distances et des coûts.

Mais cela ne m'est pas apparu une attitude responsable ou raisonnable. J'ai préféré présenter des solutions qui tiennent compte de nos contraintes actuelles, sans cependant jamais perdre de vue les intérêts et les droits primordiaux de nos enfants et les expériences qui sont essentielles à leur développement. Si j'ai pu réussir à présenter des solutions raisonnables et pratiques, j'aurai alors la satisfaction d'avoir bien accompli ma mission. Ma tâche est terminée, il appartient aux autres d'en juger la valeur, de la compléter, de la corriger. Mais quel que soit l'avenir, j'ai confiance que notre système scolaire survivra, car il mérite de survivre en raison de son excellence. Je ne prévois pas qu'on lui apportera des changements radicaux ni qu'on écoutera ces faux prophètes qui voudraient bêtement renverser et détruire tout ce que nous avons mis des générations à construire.

Section 1

Baisse des effectifs scolaires: contexte social et avenir

Introduction

Le présent rapport est axé sur la situation démographique de l'Ontario et ses conséquences actuelles et futures sur notre système scolaire. Notre analyse portera surtout sur l'évolution des effectifs scolaires et le maintien d'un système efficace de transfert des ressources de l'économie de la province au secteur des écoles publiques.

Dans ses deux rapports précédents, la Commission avait d'abord mis l'accent sur les changements démographiques, puis sur les contraintes économiques et financières. Cet ordre de présentation reflétait ses perceptions initiales sur l'importance et la nécessité relatives de ces deux catégories distinctes de renseignements (il reflétait peut-être aussi ma propre spécialisation professionnelle).

Le présent rapport final procède inversement: il traite d'abord des conditions économiques et financières, puis des nouvelles réalités démographiques. Ce nouvel ordre s'explique pour deux raisons. Tout d'abord, le public ontarien est de plus en plus sensibilisé aux nouvelles tendances démographiques et aux problèmes qui en découlent pour les services publics. En outre, depuis un an, on se rend compte de plus en plus que les principaux problèmes que doivent résoudre les responsables des décisions ne découlent pas de la baisse des effectifs, mais de la conjoncture économique et des conditions des finances publiques qui caractérisent la fin des années 1970 et continueront d'exister pendant encore quelques années. Si ces conditions rendent difficile la gestion de la contraction des effectifs scolaires, elles rendraient encore plus difficile la gestion de leur expansion.

L'évolution des effectifs scolaires présente des problèmes d'ordre organisationnel et administratif. Mais cette évolution et les problèmes qui l'accompagnent ne sont pas nouveaux: sauf exception, nous les connaissons depuis déjà quelque temps. Or, l'Ontario dispose d'un nombre important d'administrateurs compétents, capables d'analyser les problèmes organisationnels et administratifs qui découlent de la baisse de la population scolaire et de conseiller les membres démocratiquement élus des conseils scolaires.

Dans ce nouveau contexte, les conseils scolaires et les administrateurs prendront des centaines de décisions, mais les décisions qui seraient appropriées pour un conseil ou une école pourraient ne pas l'être ailleurs. On ne doit pas attendre d'un rapport sur l'évolution de la population scolaire ontarienne des réponses pertinentes immédiates aux problèmes administratifs propres à chacun des conseils scolaires locaux. En particulier, la présentation de données sur le contexte social de cette évolution n'a pas pour but d'indiquer aux autorités locales les choix administratifs et politiques qu'elles doivent faire. Le rapport vise simplement à leur expliquer les raisons des choix à faire et à préparer la voie à des recommandations susceptibles d'améliorer les conditions dans lesquelles ces choix seront arrêtés.

Le contexte social est analysé sous deux aspects: l'aspect économique et financier, et l'aspect démographique. Nous nous trouvons ainsi à écarter quelques aspects intéressants de la sociologie de l'éducation tels que le comportement interpersonnel en classe, ainsi que les grands thèmes de l'éducation et de l'ordre socio-politique. Naturellement, si nous devions modifier radicalement le fonctionnement de nos écoles ou repenser les relations qui existent entre l'école et la société, les phénomènes de l'évolution des effectifs scolaires et de notre économie pourraient avoir des significations très différentes pour nos écoles. Mais nous analysons ici les effets de cette évolution importante sur les écoles actuelles, et non pas sur les écoles que nous pourrions idéalement avoir. Cela ne veut pas dire que les changements à apporter à la nature des écoles publiques ne sont pas importants, ou qu'ils n'ont pas fait l'objet de l'attention de cette Commission. Mais dans les circonstances actuelles, nous devions avant tout nous préoccuper du maintien d'un système scolaire efficace et de l'adoption d'une politique axée sur les nouvelles réalités économiques et démographiques. Dans notre deuxième rapport provisoire (Chapitre 1, section B), nous avons déjà souligné que des changements importants à la nature du système scolaire sont inévitables, voire souhaitables, et que nous devons dès maintenant préparer cette évolution. Dans ce même rapport, nous avons aussi indiqué -- et nous le répétons dans notre rapport final -- qu'avant de bouleverser l'organisation des rapports entre l'école et la société et

d'apporter des changements radicaux aux activités internes des écoles, il faut commercer par régler les problèmes urgents du maintien de notre système scolaire dans le contexte actuel.

Chapitre 1

Conditions économiques et accords financiers

L'Ontario dispose d'immenses ressources financières, et ses citoyens -- en leur qualité de contribuables locaux et provinciaux -- accordent un appui généreux à la cause de l'éducation publique. Ses enseignants sont nombreux, qualifiés et bien rémunérés, et ses dépenses actuelles par élève se comparent favorablement à celles du passé ou à celles qui sont faites ailleurs en Amérique du Nord. La Commission n'entend pas déterminer si les dépenses de l'Ontario au chapitre de l'éducation sont trop faibles ou trop élevées. La province pourrait probablement consacrer à l'éducation beaucoup moins d'argent qu'elle ne le fait, tout en assurant un système d'éducation assez semblable au système actuel. Elle pourrait aussi dépenser beaucoup plus qu'elle ne le fait, sans pour autant réduire le niveau élevé des dépenses pour les autres services publics et la consommation privée.

Voici comment se comparent les dépenses de l'Ontario au titre de l'éducation par rapport à celles des autres provinces.

Dépenses par élève, par province (en dollars courants)

Année	T.-N.	I.-P.E.	N.-E.	N.-B.	Qué.	Ont.	Man.	Sask.	Alb.	C.-B.
1970	413	526	564	597	782	910	704	655	833	748
1971	504	592	619	600	827	971	781	682	896	810
1972	574	648	690	686	884	1,044	876	757	969	876
1973	719	740	779	761	1,099	1,106	1,006	865	1,058	1,001
1974	843	987	917	879	1,276	1,271	1,165	1,038	1,208	1,188
1975	1,085	1,268	1,091	1,065	1,515	1,494	1,406	1,225	1,475	1,481
1976	1,245	1,437	1,424	1,245	1,642	1,758	1,592	1,457	1,634	1,751

Source: Statistique Canada, Elementary-Secondary Education-Financial Statistics, 1974-75, Ottawa, 1977, pp. 96-99.

Statistique Canada, Elementary-Secondary Education-Financial Statistics, 1975-76, Ottawa, juillet 1978, p. 60.

Dépenses des conseils scolaires par habitant, par province

Année	T.-N.	I.-P.-E.	N.-E.	N.-B.	Qué.	Ont.	Man.	Sask.	Alb.	C.-B.
1974	239	249	235	229	296	304	258	255	294	260
1975	300	305	272	267	337	349	304	295	353	319
1976	340	339	348	304	350	406	338	339	383	372

Source: Statistique Canada, Elementary-Secondary Education-Financial Statistics, 1975-76, Ottawa, juillet 1978, p. 61

L'Ontario est de loin la province qui tend à dépenser le plus pour l'enseignement élémentaire et secondaire, mais les écarts entre les provinces s'amenuisent.

La proportion actuelle ou passée des dépenses au titre de l'éducation, par élève, par rapport à l'ensemble des revenus ou à une partie du produit provincial n'a rien de sacré ou d'intangible. Elle résulte d'un grand nombre de décisions prises au cours d'un processus politique continu; elle sera très différente dans quelques années, et de nouveau quelques années plus tard.

Au cours des années 1950 et 1960, les dépenses de l'Ontario au titre de l'éducation ont augmenté très rapidement, en dollars courants, tant par rapport à l'ensemble des dépenses provinciales que par rapport au produit provincial brut.[1] Elles ont continué de croître au cours des années 1970, mais elles ne sont plus le poste le plus important du budget provincial et n'augmentent plus aussi rapidement que les dépenses provinciales totales.[2] Il faut aussi reconnaître que les années 1970 en Ontario marquent la fin d'une époque d'accroissement considérable des dépenses dans ce secteur.

Si l'on se limite à l'enseignement élémentaire et secondaire -- l'ensemble du budget de l'éducation comprend aussi le secteur postsecondaire --, on constate un phénomène intéressant au cours des années 1970, non pas tellement en raison des sommes en cause, mais du déplacement des charges assumées par la province et

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[1] Premier rapport provisoire, Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario, février 1978, pp. 8 et 9.

[2] Ibid., pp. 8 et 9.

les municipalités.[1,2] Cela se vérifie particulièrement lorsque les dépenses sont exprimées en dollars constants. Par exemple, une augmentation des dépenses des conseils scolaires de $148 millions (en dollars de 1970) de 1970 à 1975 représentait une hausse de 9%, mais une augmentation de 30% des subventions provinciales en dollars réels et une baisse de 13% des impôts locaux (taxe foncière) en dollars réels. L'augmentation de $192 millions (en dollars de 1970) de 1975 à 1978 ne représentait qu'une hausse de 11%, mais une baisse de 4% du financement provincial et une augmentation de 34% du financement local (voir le deuxième rapport provisoire, p. 34).

L'éducation et l'économie: perspectives nouvelles

Au cours des années 1950 et 1960 (surtout de 1961 à 1968), dans les nombreuses études économiques et statistiques publiées au Canada et ailleurs, on insistait sur la nécessité de considérer les dépenses au titre de l'éducation comme des investissements et on rappelait le rendement élevé de ces investissements. L'étude sur les politiques expansionnistes en éducation qui a eu le plus d'influence est probablement celle de Edward Denison. Son ouvrage, The Sources of Economic Growth in the United States and the Alternatives Before Us[3], paru en 1962, a servi de modèle à un grand nombre d'études analogues vers le milieu des années 1960. Au Canada, c'est l'étude de Gordon Bertram, The Contribution of Education to Economic Growth[4], publiée en 1966, qui a eu le plus d'influence sur l'élaboration des politiques d'éducation. Comme il s'agissait d'une étude du Conseil économique du Canada, cela a pu lui conférer une certaine autorité. Parce que l'auteur attribue aux investissements en éducation une partie importante de la croissance

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1 Deuxième rapport provisoire, Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario, juillet 1978, pp. 24, 26 et 34.

2 Richard M. Bird, Financing Education in Ontario, Document de travail n° 2, Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario, mars 1978, p. 5.

3 E.F. Denison, The Sources of Economic Growth in the United States and the Alternatives Before Us. New York: Committee for Economic Development, 1967.

4 G. Bertram, The Contribution of Education to Economic Growth. Ottawa: Imprimeur de la reine, 1966.

économique du Canada (produit par travailleur) pour la période de cinquante ans terminée en 1961 (p. 56), et surtout parce qu'il explique qu'une bonne partie de l'écart entre le revenu par habitant au Canada et aux Etats-Unis vient des différences au chapitre de ces investissements (p. 57), son ouvrage est devenu une source de référence importante pour ceux qui préconisaient une expansion des dépenses publiques en éducation, au nom de l'intérêt national. La popularité de ce genre d'études semble avoir atteint un sommet vers 1968, soit à peu près à l'époque même où le Canada consacrait plus de 8% du PNB à l'éducation et commençait à être reconnu de plus en plus dans le monde au premier rang des pays développés pour ses dépenses en éducation (en pourcentage du PNB)[1].

Aujourd'hui, on ne fait plus guère de recherches ou de travaux sur le rendement de l'éducation ou sur le caractère d'investissement des dépenses en éducation. Ces dépenses semblent intéresser davantage les économistes qui se spécialisent en finances publiques que ceux qui étudient la croissance économique. L'intérêt porte aujourd'hui beaucoup plus sur les rapports entre l'augmentation de ces dépenses et les économies fiscales, ou entre l'augmentation de ces dépenses et celles des autres services publics, que sur les rapports entre ces dépenses et la croissance économique.

Nous ne prétendons pas que les résultats de la recherche économique ou des travaux des économistes déterminent la politique des dépenses en éducation, ni que les économistes écrivent pour alimenter des controverses sur les politiques des dépenses publiques. Mais nous constatons qu'au moment où les dépenses publiques en éducation ont augmenté le plus rapidement, les politiques correspondaient aux thèmes dominants de la recherche économique en éducation. Et lorsque ces politiques ont réduit la part de ces dépenses, cela correspondait à un courant identique prôné par les économistes. Si les responsables ou les conseillers politiques recommandaient aujourd'hui d'accroître les dépenses en matière d'éducation, ils ne trouveraient pas d'arguments convaincants dans les ouvrages économiques actuels.

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[1] Voir Unesco Statistical Yearbook, 1972, p. 512; ou D. Munroe, The Organization and Administration of Education in Canada, Secretary of State, Education Support Branch, Ottawa, 1974.

Cette orientation nouvelle des études sur les dépenses en éducation et le changement d'attitude des responsables des politiques sont manifestes depuis 1974 au moins. On trouve une indication intéressante de la nouvelle orientation des études sur ce sujet dans deux déclarations du Conseil économique de l'Ontario. Dans son rapport annuel de 1974-1975, le conseil rappelle que "lors de sa fondation en 1961, l'objectif principal de l'organisme était de faire des enquêtes et de publier des rapports sur les problèmes touchant la croissance des entreprises industrielles et de l'emploi en Ontario. L'accent principal était mis sur le développement économique: en fait, certains ont même suggéré que le nouvel organisme s'appelle Conseil de la productivité ou Conseil du développement économique" (p. 1). Dans un communiqué publié en octobre 1973, le président du conseil déclarait: "Pendant quelques années, le Conseil accordera la priorité à la recherche sur les dépenses publiques plutôt qu'à la recherche sur le développement économique... Le programme étudiera surtout l'ampleur et la croissance des dépenses publiques... Une attention particulière sera accordée aux dépenses en matière de santé, d'éducation et de services sociaux et communautaires, qui représentent environ les deux tiers du budget ontarien". (Toronto Globe and Mail, 11 octobre 1974, p. B1).

On trouve également dans le Report of the Special Program Review (Rapport Henderson) de 1975[1] une indication aussi intéressante du changement d'attitude des responsables des politiques, et peut-être de l'opinion publique. En parlant de l'importance de contrôler les subventions provinciales aux conseils scolaires (p. 214), ce rapport indique que d'après les données disponibles, "... il semble... que le système soit devenu beaucoup plus coûteux que nécessaire". (p. 215)

A en juger par les écrits actuels sur les politiques d'éducation, le public, les chercheurs et les hommes politiques s'intéressent davantage aujourd'hui aux questions telles que l'égalité des possibilités d'éducation, les demandes concurrentielles de fonds pour l'éducation et d'autres secteurs, la proportion des dépenses en éducation par rapport à l'ensemble des dépenses publiques, les rapports entre l'éducation et la fiscalité, etc. On ne s'intéresse plus guère à l'aspect "investissement" de l'éducation, sauf par le biais d'une certaine

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[1] Gouvernement de l'Ontario, The Report of the Special Program Review, novembre 1975.

préoccupation relativement aux besoins en main-d'oeuvre, notamment aux "goulots d'étranglement" qui empêchent une industrie particulière de se développer ou réduisent sa compétitivité à l'étranger. Mais ces préoccupations n'ont pas grand chose à voir avec l'éducation et les dépenses en éducation.

Bref, il semble que les économistes et ceux qui se préoccupent des politiques d'éducation soient implicitement d'accord pour dire qu'au Canada, et dans d'autres pays industrialisés dotés de systèmes scolaires coûteux et très développés, nous sommes "sur-éduqués", en ce sens que pour la plupart, nous ferions probablement notre travail presque aussi bien ou aussi mal que maintenant même si nous avions passé un peu plus ou un peu moins de temps à l'école.

A moins d'une réapparition improbable de la croyance qu'on peut toujours espérer un rendement élevé (sous forme de productivité accrue) en accroissant les dépenses au titre de l'éducation, il est tout aussi irréaliste de s'attendre à retrouver ce mouvement d'augmentation des dépenses qui a caractérisé les années 1960, qu'il le serait de s'attendre à ce que reprenne le phénomène d'accroissement des effectifs. Pour la politique des dépenses en éducation, le facteur le plus important du contexte économique est la perception actuelle qu'ont les hommes politiques, les chercheurs et le public du fait que les dépenses affectées au titre de l'éducation font concurrence aux autres dépenses publiques.

Pourtant, il faut s'attendre à ce que notre société, qui semble s'enrichir de plus en plus (mais plus lentement qu'au cours des dernières décennies), maintienne ou accroisse le niveau élevé de ses dépenses en éducation. L'éducation est généralement considérée comme un "bien supérieur", ou un bien auquel on consacre plus d'argent quand ses revenus augmentent. Les dépenses réelles par élève au titre de l'éducation devraient donc continuer d'augmenter. Cela ne veut pas nécessairement dire qu'elles s'accroîtront au rythme nécessaire pour assurer que les dépenses totales en éducation augmentent dans le contexte de la chute des effectifs scolaires, encore moins qu'elles s'accroîtront au même rythme que le produit provincial brut ou les recettes provinciales. Mais cela veut dire que nous serons davantage portés à consacrer plus d'argent à l'éducation si l'économie va bien que si elle va mal, et si nous en avons davantage à dépenser

dans tous les autres secteurs. Nous reviendrons sur ce sujet un peu plus loin dans ce chapitre.

Il est difficile de prévoir qui assumera à l'avenir les coûts des services d'éducation. Il se pourrait que la répartition actuelle des dépenses publiques et privées en éducation ne soit plus la même. Il est plus probable qu'il y aura d'autres changements importants dans la répartition des coûts de l'enseignement public entre les provinces et les municipalités.

L'école et la fiscalité: le financement des écoles

Les recettes des conseils scolaires proviennent de deux sources: les subventions provinciales (paiements de transfert) et les taxes foncières imposées pour les conseils scolaires par les municipalités. Les subventions provinciales constituent une part importante du budget provincial, soit $1 970 millions (estimation) pour l'année financière 1978-1979, ou environ 13,5% du budget provincial. C'est là une hausse d'environ 4,8% (en dollars courants) par rapport à 1977-1978, mais une baisse réelle de 2 à 4% (selon l'indice d'inflation retenu). Etant donné le contexte d'austérité actuel et l'engagement du gouvernement d'équilibrer son budget et de réduire sa ponction sur les ressources totales de la province[2], cette baisse réelle se poursuivra vraisemblablement. En dollars courants, le budget de l'éducation augmente de 4,8% contre 7,0% pour l'ensemble du budget, ce qui indique que d'autres secteurs réclament une part accrue des fonds publics.

Cependant, lorsque les effectifs scolaires diminuent d'environ 2% et que la baisse réelle des subventions est de 4%, cela ne veut pas nécessairement dire que les contribuables locaux voient leur fardeau fiscal s'accroître, à moins que les conseils scolaires n'augmentent les dépenses réelles par élève. Par exemple, supposons qu'un conseil scolaire "moyen" perd 2% de ses effectifs cette année, et que les subventions provinciales par élève l'an dernier représentaient

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[1] Ontario Budget 1978, pp. 11-12.

[2] Ibid, p. 10.

la moitié de son budget, l'autre moitié venant des taxes foncières. Si les dépenses par élève, en dollars réels, sont les mêmes que l'an dernier, la baisse des dépenses totales est alors de 2%. Si cette baisse est partagée également, elle entraîne des économies de 2% à la fois pour le conseil scolaire et pour la province. Mais si cette réduction des dépenses n'est appliquée qu'au conseil scolaire, elle entraîne des économies de 4% pour le conseil scolaire; elle entraînerait aussi des économies de 4% pour la province, si elle n'était appliquée qu'à la province. Mais selon les choix politiques du budget de 1978, ce qui aurait pu être une économie de 2% à la fois pour le conseil scolaire et pour la province devient une économie de 4% qui profite exclusivement à la province. Cependant, le fardeau fiscal des contribuables locaux n'a pas pour autant augmenté: ils fournissent le même effort fiscal, mais pour moins d'élèves. Leur fardeau fiscal peut même avoir été allégé si la liste des contribuables imposables est plus importante ou si l'évaluation a augmenté.

Il est regrettable que les taxes doivent être perçues en dollars courants, et que pour les accroître de 9% afin de tenir compte d'une inflation de 9%, les conseils scolaires doivent décider expressément d'augmenter les taxes scolaires municipales. Du point de vue politique, c'est comme s'ils imposaient une hausse de 9% même sans inflation.

Dans la mesure où un conseil scolaire ne veut pas ou ne peut pas augmenter les revenus qu'il tire de la taxe foncière en fonction du taux d'inflation, il se trouve à démontrer une caractéristique souvent mentionnée de ce genre de taxe. L'élasticité des recettes de l'impôt foncier (élasticité-revenu) est plus faible que celle de l'impôt sur le revenu ou de la taxe de vente. Ces recettes augmentent beaucoup plus lentement que le revenu. Cela est vrai même si la hausse du revenu reflète une amélioration du revenu réel ou seulement une augmentation inflationniste. (L'inverse est également vrai: les recettes tirées de l'impôt foncier ne diminuent pas rapidement en période de récession ou de déflation.)

Il se peut que le coeur de nos problèmes financiers actuels en éducation soit le manque de souplesse (c'est-à-dire la faible élasticité-revenu) de l'impôt foncier. On pourrait aussi prétendre que c'est l'inflation. Il est évident que dans un contexte inflationniste, les conseils scolaires ne peuvent pas maintenir leurs revenus réels au même niveau si le rendement des taxes foncières n'augmente pas au même taux que l'inflation. En outre, il n'est pas possible que la province garde pour elle-même les économies découlant de la baisse des effectifs scolaires (en supposant que les dépenses réelles par élève ne changent pas) dans un contexte inflationniste, à moins que le rendement des taxes locales n'augmente au même taux que l'inflation.

Cela revient à dire que la province pourra diminuer les dépenses provinciales en profitant des économies réelles découlant de la baisse des effectifs scolaires dès qu'elle aura mis en oeuvre une réforme complète de la taxe foncière ou éliminé l'inflation. On est libre de choisir entre l'une ou l'autre de ces impossibilités pour expliquer la difficulté de faire servir ces économies à la réduction des dépenses provinciales.

Etant donné le régime d'impôt foncier actuel et l'attitude générale devant les taxes foncières, la province n'a pas besoin d'augmenter beaucoup la participation des municipalités et de leurs contribuables aux coûts de l'éducation pour aggraver le problème du maintien de cette contribution locale au financement de l'éducation publique.

Les Tableaux 1, 2 et 3 du Document de travail de R.M. Bird et N.E. Slack, Property Tax Reform and Educational Finance in Ontario[1], résument les problèmes propres au financement et aux taxes locales.

De 1970 à 1974, les dépenses des conseils scolaires ont augmenté au taux annuel de 6%, tandis que les subventions provinciales augmentaient de 12% et les taxes scolaires de 2% (Bird et Slack, p. 11). Vers 1974, l'impôt foncier assurait 38% des revenus des conseils scolaires, et les taxes foncières aux fins scolaires

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[1] R.M. Bird, N.E. Slack, Property Tax Reform and Educational Finance in Ontario, Document de travail n° 21, Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario, 1978.

représentaient 44% de l'ensemble des taxes foncières, soit une baisse respective de 54 et de 59% en cinq ans.

Comme le montre le Tableau 1.1, la situation a beaucoup évolué au cours des dernières années. En 1977, ces chiffres étaient de 43 et 47% respectivement. Les revenus des conseils scolaires ont augmenté d'un peu plus de 50% de 1974 à 1977, mais la proportion des subventions provinciales est passée de 58 à 54%. "Les taxes scolaires ont augmenté de façon marquée de 1975 à 1976, soit de 25% (augmentation de 21% des taux d'imposition aux fins scolaires et de 4% de la base d'imposition) ou plus de deux fois l'accroissement des taxes municipales en 1976."[1]

Depuis 1975, la hausse des taxes scolaires a renversé l'orientation antérieure en baisse de l'importance relative de l'impôt foncier dans les revenus des ménages. Le Tableau 1.2 montre que l'impôt foncier représentait 3,2% de ces revenus en 1970, 2,4% en 1974 et 2,6% en 1977, contre 1,6%, 1,1% et 1,2% respectivement pour les taxes scolaires. Le compte de taxes scolaires a diminué de $9 de 1970 à 1974, mais il a augmenté de $89 de 1974 à 1977. En d'autres termes, les taxes scolaires ont diminué de 1970 à 1974, mais en 1977 elles ont augmenté de 44% par rapport à 1970. Malgré tout, les taxes scolaires et l'impôt foncier représentaient un pourcentage beaucoup plus faible du revenu des ménages en 1977 qu'en 1970 (baisse de 19% et de 25% respectivement). Pour les années 1970 à 1977, l'élasticité de l'impôt foncier relativement au revenu des ménages n'est que de 0,81. En d'autres termes, lorsque ce revenu augmentait de 1%, l'impôt foncier augmentait de 0,81% (2,6 ÷ 3,2).

Le Tableau 1.3 nous donne des renseignements intéressants sur l'évolution des taxes foncières en période de hausse du revenu par habitant (en dollars réels et en dollars courants). De 1969 à 1976, l'évaluation imposable a diminué beaucoup, soit de 22%, en pourcentage du produit provincial brut. En dollars réels, on constate aussi une baisse de l'évaluation par habitant (6%). Il n'est

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[1] Ibid, p. 13.

TABLEAU 1.1

RECETTES DES ADMINISTRATIONS LOCALES DE L'ONTARIO, 1974-1977

	1974	1975	1976	1977 (estimation)
	(en millions de dollars)			
Municipalités				
Impôts locaux	1,105	1,311	1,469	1,640
Subventions provinciales	944	1,233	1,288	1,455
Divers	455	570	697	815
Sous-total	2,504	3,114	3,454	3,910
Conseils scolaires				
Impôts locaux	877	1,040	1,296	1,480
Subventions provinciales	1,333	1,633	1,724	1,875
Divers	71	76	83	90
Sous-total	2,281	2,749	3,103	3,445
Ensemble des recettes locales				
Impôts locaux	1,982	2,351	2,765	3,120
Subventions provinciales	2,277	2,866	3,012	3,330
Divers	526	646	780	905
Total	4,785	5,863	6,557	7,355

Note: Les chiffres ayant été arrondis, leur somme peut ne pas correspondre aux totaux indiqués.
Le poste "Divers" comprend les "en lieu de taxe" versés par la province.

Source: Ministère du Trésor (1977), Local Government Finance in Ontario, 1975 and 1976, pp. 5, 10 et 14.

TABLEAU 1.2

TAXE FONCIÈRE MOYENNE DES PARTICULIERS EN ONTARIO, PAR MÉNAGE, 1970-1977

	1970	1974	1975	1976	1977[1]
	$	$	$	$	$
Taxes et charges municipales	181	212	244	263	284
Taxes scolaires	180	171	195	236	260
Ensemble des taxes foncières	361	383	439	499	544
Part des revenus des ménages					
	%	%	%	%	%
Ensemble des taxes foncières	3.2	2.4	2.4	2.5	2.6
(Taxes scolaires)	(1.6)	(1.1)	(1.1)	(1.2)	(1.2)

(1) Estimation

Source: Ministère du Trésor (1977), Local Government Finance in Ontario, 1975 and 1976, pp. 6 et 15.

TABLEAU 1.3

ÉVOLUTION DE L'ÉVALUATION ET DES TAXES FONCIÈRES EN ONTARIO, 1969-1976

	Dollars courants			Dollars constants de 1976		
	1969	1976	Evolution (%)	1969	1976	Evolution (%)
Evaluation (en millions de dollars	16,320	30,118	85	28,270	30,118	7
Pourcentage du PPB	50.0	38.9	-22	50.0	38.9	-22
Par habitant (en dollars)	2,210	3,615	64	3,828	3,615	- 6
Impôt foncier (en millions de dollars)	1,438	2,765	92	2,870	2,765	- 4
Pourcentage du PPB	4.4	3.6	-18	5.1	3.6	-29
Pourcentage de l'évaluation	8.8	9.2	5	10.2	9.2	-10
Par habitant (en dollars)	195	332	70	389	332	-15
Taxe d'habitation et taxe sur les exploitations agricoles, par habitant (en dollars)	113	194	72	226	194	-14

Note: L'évaluation comprend l'ensemble de l'évaluation imposable. L'impôt foncier comprend les charges spéciales et les taxes d'affaires, mais non les "en lieu de taxes". Le produit provincial brut au cours du marché et l'évaluation tiennent compte de l'indice implicite des dépenses nationales brutes des comptes nationaux pour les dépenses gouvernementales courantes en biens et services.

Source: Ontario Statistics 1976 - population, PPB; National Income and Expenditure Accounts - indices de déflation; Ontario, Municipal Financial Information et Local Government in Ontario, 1975 et 1976 - évaluation et taxes.

donc pas étonnant que le rendement réel de la taxe foncière ait diminué de 4% de 1969 à 1976. Par contre, ce qui est étonnant, compte tenu des réactions accrues de protestation contre l'impôt foncier, c'est "le fait que les taxes ont également diminué par rapport à l'évaluation imposable; le taux d'évaluation a augmenté légèrement de 8,8% en 1969 à 9,2% en 1976, mais son rendement réel -- du point de vue du pouvoir d'achat -- a diminué, passant de 10,2% à 9,2%".[1] Bien que les revenus de la taxe foncière, en dollars courants, aient augmenté de 92% de 1969 à 1976, ils ont sensiblement diminué par rapport au PPB (de 29% en dollars réels et de 18% en dollars courants). Les taxes foncières réelles par habitant ont diminué de 15%, et la taxe d'habitation et la taxe sur les exploitations agricoles de 14%.

Le fait -- économique ou politique -- que le rendement de l'impôt foncier n'a pu rattraper le produit provincial brut ou l'inflation est encore plus intéressant si on le compare avec la progression des recettes provinciales. Ces dernières ont augmenté à un taux annuel moyen de 15,5% de 1972 à 1977, alors que l'inflation (selon l'indice des prix du PNB) n'a été en moyenne que de 10,4%. Cela donne une hausse annuelle réelle de 5,1% tandis que le PPB réel a augmenté de 3,6%[2]. Pour la période de 1977-1982, selon les projections (voir D. Foot, et al., The Ontario Economy 1977-87, Conseil économique de l'Ontario, 1977), les recettes provinciales devraient augmenter de 11,5% et l'inflation de 6,3%. Cette croissance de 5,2% correspond à une augmentation moyenne du PPB réel de 5,4%.[3]

Soulignons ici un point important au sujet des difficultés, selon les conseils scolaires, les municipalités et les contribuables locaux, de faire assumer une part accrue des dépenses scolaires par les taxes locales ces dernières années. Il n'y a pas eu d'accroissement important du fardeau de ces taxes ou de l'ensemble de l'impôt foncier par rapport au produit provincial, au

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1 Ibid, p. 16.

2 D.K. Foot, Resources and Constraints: Public Education and the Economic Environment in Ontario 1978-1987. Document de travail n° 1, Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario, 1978, pp. 12-19.

3 Ibid.

revenu par habitant ou au revenu des ménages. La difficulté a été de maintenir ou d'augmenter le rendement d'une taxe dont l'élasticité-revenu est faible.

Si la proportion des taxes scolaires sur les propriétés résidentielles par rapport au revenu des ménages en 1970 avait été la même, le rendement aurait augmenté de 33,3% en 1976 et en 1977 (voir Tableau 1.2). Si la proportion de l'ensemble des taxes foncières (résidentielles et autres) par rapport au PPB avait été la même de 1969 à 1976, le rendement aurait été de 22% supérieur en 1976 (voir Tableau 1.3). En supposant que cette augmentation de 22% s'applique aux taxes scolaires et aux taxes municipales (même si, en fait, les taxes scolaires ont augmenté moins rapidement que les taxes aux fins municipales au cours de cette période), voici comment on peut évaluer les effets de la réduction des taxes foncières par rapport au produit provincial brut. En 1976, l'ensemble des dépenses des conseils scolaires a été de $3 103 millions, dont $1 724 millions ou 55,6%[1] provenaient des subventions provinciales. Si la part locale, soit $1 379 millions, avait été de 22% supérieure, elle se serait établie à $1 682 millions, et la part provinciale aurait pu être ramenée à $1 421 millions, soit 45,8% de l'ensemble.

Bien des raisons expliquent la difficulté de maintenir ou d'augmenter le rendement de l'impôt foncier, mais elles ne comprennent pas la capacité contributive, car cette condition est reliée au ratio impôt/revenu. L'impôt foncier a été critiqué comme étant injuste, régressif et anachronique. Il est évident qu'il n'est pas populaire, comme tous les impôts. On peut également dire que depuis 1967 au moins, il est en voie de réforme. Le rapport de la Commission Smith (Ontario Committee on Taxation, 1967) est généralement décrit comme étant à l'origine de cette réforme. Ce rapport recommandait, entre autres, que l'impôt foncier joue un rôle moins grand dans le financement public et que, pour ce faire, on augmente les subventions provinciales aux fins scolaires et municipales. Les politiques de réforme ont suivi les recommandations de cette Commission, et il faut reconnaître que le rôle réduit de l'impôt foncier dans le financement de l'éducation jusqu'à ces dernières années a été conforme à la politique provinciale.

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[1] Ministère de l'Education, Education Statistics Ontario, 1977, p. 15.

La faible élasticité-revenu de l'impôt foncier, décrite simplement dans ces pages comme une des caractéristiques de cet impôt, a souvent été mentionnée comme étant l'une de ses faiblesses. Mais selon certains, cette caractéristique est plutôt une "vertu". Il ne fait pas de doute que l'augmentation "automatique" de la taxe de vente et de l'impôt sur le revenu qui accompagne l'inflation est parfois décrite comme un "vice" de ce genre d'imposition. Une taxe qui n'est pas élastique oblige à recourir fréquemment à l'autorité politique pour faire approuver une augmentation des taxes et des dépenses. Si l'on pense que ce recours permet une meilleure évaluation du niveau optimal des taxes et des dépenses, la faible élasticité-revenu d'une taxe n'est pas alors un "vice".

Il semble évident qu'à l'heure actuelle, en Ontario, le gouvernement tient à ce que les conseils scolaires (ainsi que les municipalités et les contribuables) jouent un rôle accru dans la détermination des dépenses en éducation, notamment pour établir une limite à ces dépenses en vue de pouvoir consacrer des fonds à d'autres secteurs. Il semble presque tout aussi évident qu'il veuille faire profiter le trésor provincial d'une partie, sinon de la totalité des économies découlant de la baisse des effectifs scolaires. Voilà deux raisons qui font que la part de l'impôt foncier dans le financement de l'éducation doit jouer un rôle important, et probablement accru.

C'est pour cette raison que très tôt, cette Commission s'est penchée sur les rapports qui existent entre le financement de l'éducation et la réforme fiscale. A ce stade, il lui semble approprié de présenter l'énoncé suivant:

> La chute des effectifs scolaires entraîne et continuera d'entraîner des économies réelles, même dans l'hypothèse du maintien ou de l'accroissement progressif des dépenses par élève. La totalité ou une partie de ces économies peut être réalisée sous forme de réduction des dépenses provinciales, mais la partie qui reviendra au trésor de la province dépendra de notre volonté d'augmenter la contribution locale au financement scolaire. La baisse des effectifs scolaires permet d'augmenter le rôle des taxes locales dans le financement de l'éducation sans accroître le fardeau réel de l'impôt foncier. Mais les difficultés qui accompagnent l'augmentation du rôle des taxes locales augmenteront avec le taux d'inflation. En fait, si l'inflation continue d'être élevée, il sera probablement impossible de recourir davantage aux taxes foncières, à moins d'un progrès marqué de la réforme de l'impôt foncier. En particulier, pour accroître le rôle de la taxe foncière dans le financement de l'éducation, il faut des réformes permettant de modifier plus rapidement l'évaluation imposable lorsque la valeur marchande des immeubles change.

L'économie ontarienne, le budget provincial et les écoles publiques

Quelles que soient les corrections que la province apportera aux accords existants pour répartir les coûts de l'éducation, il est normal de supposer que notre tendance à consacrer des fonds à l'éducation sera affectée par la conjoncture économique ainsi que par les priorités relatives accordées à l'éducation et aux autres catégories de dépenses dans les budgets provinciaux (et naturellement, dans une certaine mesure, dans les budgets municipaux).

Dans son premier rapport provisoire, la Commission a étudié avec beaucoup d'attention les chiffres réels et les projections sur la situation économique et les recettes et dépenses provinciales. Nous n'en donnerons ici qu'un bref résumé, mais deux points de ce rapport méritent d'être répétés.

Tout d'abord, il n'est pas facile d'évaluer l'état actuel de l'économie. Par exemple, on peut choisir de mettre en relief les indicateurs positifs. Ainsi, il est vrai (comme c'était le cas au début de l'année) que les Ontariens produisent plus que jamais et qu'il y a beaucoup plus d'emplois qu'avant, tant en nombre qu'en pourcentage. Mais il est également vrai que la croissance du produit provincial brut en 1977 a été bien inférieure au taux de croissance "normal" ou "attendu". Il semble maintenant que la croissance sera légèrement plus forte en 1978, mais qu'elle restera décevante. L'augmentation du produit par habitant et par travailleur a été très modeste depuis quelques années, et un nombre important de personnes, formées à grands frais, ne trouvent pas de travail dans les domaines pour lesquels ils se sont préparés.

Le deuxième point, c'est que depuis le début des années 1970, le secteur des dépenses au titre de l'éducation subit une concurrence plus grande des autres secteurs des dépenses publiques dans le budget provincial. Son premier concurrent, le plus important, est le domaine de la santé. Depuis 1970, la santé et l'éducation (pour tous les secteurs et tous les niveaux) représentent plus de la moitié des dépenses provinciales depuis 1970 et, sauf pour l'année 1974-1975, les dépenses du secteur de la santé constituent une part un peu plus importante des dépenses provinciales que celles du secteur de l'éducation. Par

comparaison, les dépenses du secteur de la santé ont été, sans exception, bien en-deçà de la moitié de celles consacrées à l'éducation au cours des années 1960 (Premier rapport provisoire, p. 8).

L'accroissement rapide des dépenses en éducation (454%) dans les années 1960 correspondait à une augmentation de 20,8% de la population, de 122% du PPB et de 296% des dépenses provinciales (Premier rapport provisoire, p. 7). Au cours des années 1960, l'Ontario pouvait prendre les décisions politiques de consacrer au secteur public une part importante de l'augmentation du produit provincial, de consacrer à l'éducation une proportion démesurément grande de cette part, et d'augmenter quand même les dépenses des autres services publics et le revenu personnel réel disponible (RPRD) par habitant (revenu réel après impôts par habitant).

Pour l'ensemble du Canada, le RPRD par habitant, qui a augmenté de 1,66% par an de 1955 à 1960, s'est accru de 3,18% de 1960 à 1965 (soit près du double) et de 3,20% de 1965 à 1970[1]. Le Tableau 1.4 montre qu'au cours des années 1950, l'augmentation du RPRD par habitant en Ontario a dépassé la moyenne canadienne, mais qu'elle a été inférieure à cette moyenne au début des années 1960. Vers la fin des années 1960, tant en Ontario que pour l'ensemble canadien, le RPRD par habitant a augmenté de plus de 3,0%. Vers le début des années 1970, tant au Canada qu'en Ontario, l'augmentation du RPRD a été anormalement élevée en raison de la forte croissance du PNB et du PPB. Par suite du ralentissement de la croissance démographique et du taux élevé de l'augmentation du RPRD, le RPRD par habitant a enregistré une augmentation extraordinairement forte.

En raison des niveaux élevés du RPRD par habitant au début des années 1970, la récession de 1974-1975 et la reprise incertaine en 1976, 1977 et 1978 semblent encore plus graves. Nos attentes sont apparemment colorées non seulement par l'amélioration de notre niveau de vie au cours des années 1960, mais aussi par l'accélération de cette amélioration au début des années 1970. C'est également au début des années 1970 qu'a commencé le phénomène de la chute des effectifs scolaires. A cette époque, nous faisions montre d'une rare tolérance à l'égard de la hausse des coûts par élève et de l'ensemble des coûts de l'éducation. On

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[1] D.K. Foot et al., The Ontario Economy, 1977-1987, Conseil économique de l'Ontario, 1977, p. 51.

TABLEAU 1.4

REVENU PERSONNEL DISPONIBLE PAR HABITANT EN ONTARIO, 1950-1973

Année	Population[1]	Revenu personnel disponible	RPD par habitant	Indice des prix à la consommation[2] (1961: 100)	RPD réel (dollars de 1961)	RPD réel par habitant	Augmentation du RPDR par habitant	Croissance annuelle moyenne du RPDR par habitant
	(en millions)	(en milliards de dollars)	(en milliers de dollars)		(en milliards de dollars)	(en milliers de dollars)	(%)	(%)
1950	4.471	5.208	1.165	79.6	6.543	1.463		
1951	4.598	5.916	1.287	88.0	6.723	1.462	0	
1952	4.788	6.467	1.351	90.2	7.170	1.498	2.5	
1953	4.941	6.860	1.388	89.4	7.673	1.553	3.7	2.0
1954	5.115	7.090	1.386	89.9	7.887	1.542	-0.7	
1955	5.266	7.644	1.452	90.1	8.484	1.611	4.5	
1956	5.405	8.273	1.531	91.4	9.051	1.675	4.0	
1957	5.636	9.066	1.609	94.3	9.614	1.706	1.8	
1958	5.821	9.745	1.674	96.8	10.067	1.729	1.3	1.9
1959	5.969	10.167	1.703	97.9	10.385	1.740	0.6	
1960	6.111	10.529	1.723	99.1	10.625	1.739	0	
1961	6.236	-10.720	-1.719	100.0	10.720	1.719	-1.0	
1962	6.351	11,533	1.816	101.2	11.396	1.794	4.4	1.6
1963	6.481	12.320	1.901	103.0	11.961	1.885	2.9	
1964	6.631	13.106	1.976	104.8	12.506	1.886	2.1	
1965	6.788	14.301	2.107	107.4	13.316	1.962	4.1	
1966	6.961	15.850	2.277	111.4	14.228	2.044	4.2	
1967	7.127	17.233	2.418	115.4	14.933	2.095	2.5	3.5
1968	7.262	18.855	2.596	120.1	15.699	2.162	3.2	
1969	7.385	20.696	2.802	125.5	16.491	2.233	3.3	
1970	7.551	22.189	2.946	129.7	17.108	2.271	1.7	
1971	7.703	24.465	3.144	133.4	18.340	2.357	3.8	4.0
1972	7.824	27.687	3.441	139.8	19.805	2.461	4.4	
1973	7.939	31.189	3.927	150.5	20.724	2.609	6.0	

[1] Au 1er juin

[2] Toutes catégories, pour l'ensemble du Canada.

Source: Ontario Statistical Review, (1976).

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peut dire, en un sens, que notre première réaction devant ce phénomène a été de ne pas réagir. Cette inaction n'a certainement pas été causée par l'évolution du RPRD par habitant, qui a continué d'augmenter.

Les Tableaux 1.5 et 1.6 présentent quelques indicateurs économiques qui peuvent nous éclairer sur notre tendance actuelle et future à accepter facilement des hausses de taxes et une croissance rapide dans une catégorie particulière de dépenses.

La croissance réelle du PPB a été beaucoup plus élevée au cours des bonnes années 1967-1972 qu'au cours de la période de récession de 1972-1977, et les projections l'établissent à 5,4% pour la période 1977-1982 et 4,4% pour la période 1982-1987. Cela correspond à des augmentations apparemment très fortes du RPRD par habitant pour la décennie 1967-1977, et à une croissance en 1977-1982 et 1982-1987 qui se compare favorablement avec celle de 1960-1965 et 1965-1970.

Mais cette augmentation du revenu disponible par habitant vient principalement du fait que l'augmentation de l'emploi est plus élevée que celle de la population. En fait, il faudra employer plus de gens pour réaliser cette croissance du revenu disponible par habitant. (Cette difficulté, qu'évoque le Tableau 1.5, d'accroître la productivité est corroborée par les chiffres les plus récents sur la productivité et l'emploi. Selon le Financial Post du 7 octobre 1978, le PNB canadien en dollars constants (1971) a augmenté de 3,7% à la fin du deuxième trimestre de 1978 par rapport au trimestre correspondant de 1977; et selon le Financial Post du 5 août 1978, le nombre de Canadiens ayant un emploi a augmenté de 3,4% en juin 1978 par rapport à juin 1977. Il en découle que l'augmentation du produit par personne employée est presque nulle pour l'année.) On doit aussi observer que les projections sur le RPRD par habitant et par personne employée pour la prochaine décennie, qui sont présentées au Tableau 1.5, sont fondées sur l'hypothèse d'un accroissement des déficits provinciaux, nonobstant les engagements politiques relatifs à la présentation de budgets équilibrés.

TABLEAU 1.5

CROISSANCE ANNUELLE MOYENNE DE L'ÉCONOMIE ONTARIENNE, 1967-1987

	Evolution		Projections	
	1967-1972	1972-1977*	1977-1982	1982-1987
Produit provincial brut réel**	6.1	3.6	5.4	4.4
Population	1.9	1.6	1.4	1.4
Immigration brute (en milliers)	78	94	75	75
Main-d'oeuvre	3.6	3.5	2.2	2.0
Emploi	3.2	3.0	2.4	2.1
Chômage	4.2	5.5	6.5	5.3
Revenu personnel disponible réel par habitant	4.2	4.0	3.3	3.3
Revenu personnel disponible réel par personne employée	2.8	2.6	2.3	2.5
Surplus ou déficit (en milliards de dollars)	-0.21	-1.25	-2.94	-8.35

* Certaines données sont fondées sur des estimations.

** Compte tenu de l'indice de déflation du PNB

Source: Institute for Policy Analysis.

TABLEAU 1.6

CROISSANCE ANNUELLE MOYENNE DES DÉPENSES ONTARIENNES, 1972-1987

	Evolution*	Projections	
	1972-1977	1977-1982	1982-1987
Santé	22.6	13.1	14.0
Education	11.7	11.3	10.5
Trésor, etc.	14.9	12.4**	12.5**
Transport et communications	11.3	14.5	13.6
Services sociaux et communautaires	23.4	11.0	12.5
Dette publique	11.9	12.8	13.8
Autres	14.3	12.3	12.0
Dépenses totales	15.7	12.4	12.5
Inflation du PNB	10.4	6.3	6.8
Inflation pour tous les secteurs publics	12.4	7.4	8.1

* Les taux de croissance pour la période 1972-1977 doivent être interprétés avec prudence, malgré le soin avec lequel on a cherché à définir les catégories de façon uniforme.

** Calculé selon le taux moyen de croissance.

Source: Institute for Policy Analysis.

Le Tableau 1.6 montre que les projections sur la croissance du RPRD par habitant et par personne employée dépendent d'autres hypothèses (ou d'autres ensembles de projections): (i) une croissance des dépenses provinciales totales de 12,4% en 1977-1982 et de 12,5% en 1982-1987, contre 15,7% en 1972-1977; (ii) une croissance moins forte de toutes les principales catégories de dépenses, à l'exception du transport et des communications et de l'intérêt sur la dette publique. Les projections sur la croissance modeste du RPRD par habitant et par personne employée dépendent d'autres projections sur la progression des dépenses de la plupart des services publics.

Des projections sur la tendance du gouvernement à convertir ses recettes en paiements de transfert aux conseils scolaires présentent un très grand intérêt pour les responsables du financement de l'enseignement dans les écoles de cette province. M. David Foot, de l'Institute for Policy Analysis, de l'Université de Toronto, a préparé un ensemble de ces projections. Il s'aventure ici sur l'un des terrains les plus risqués des prévisions économiques, car il se trouve à prédire le comportement des responsables des politiques des dépenses en éducation. Pour cette raison, et compte tenu des réactions vigoureuses que suscitent parfois ses projections sur la croissance nulle de ces transferts, nous les présentons dans leur contexte originel:

> Depuis 1973, les subventions provinciales aux administrations locales sont régies par la "Convention d'Edmonton", qui garantit que les transferts provinciaux aux administrations locales augmenteront au même rythme que les recettes budgétaires provinciales. L'année de base choisie est l'année fiscale 1973-1974. Selon le trésorier de la province, l'Ontario a transféré près de $13,7 milliards à même ses recettes budgétaires de $46,2 milliards (ou 29,6%) au cours des cinq dernières années. Compte tenu des autres paiements, notamment des "en lieu de taxes", des indemnités de compensation de taxes, des paiements d'incitation à l'emploi et des versements à la caisse de retraite des enseignants, l'ensemble des paiements provinciaux aux administrations locales s'est élevé à $15,4 milliards depuis 1973. La croissance annuelle moyenne de ces transferts excède 14%, bien que le taux d'augmentation ait baissé rapidement depuis l'année record 1975-1976.
>
> Ces transferts provinciaux se sont ainsi répartis depuis cinq ans:

	Pourcentage
Education	50,3
Transport	12,9
Aide sociale	5,0
Autres transferts conditionnels	2,6
Ensemble des transferts conditionnels	70,7
Ensemble des transferts non conditionnels	10.7
Paiements aux organismes	7,4
Autres transferts (dont 8,4% pour la caisse de retraite des enseignants)	11,2
Total	100,0

Les paiements conditionnels représentent un peu plus de 70% de l'ensemble des transferts. L'élément le plus important de ces paiements est de loin les transferts aux conseils scolaires: à eux seuls, ils constituent plus de la moitié de l'ensemble des transferts. La croissance annuelle moyenne de ces paiements a été environ deux fois moins forte que celle de tous les autres transferts (9,7% contre 20,7% -- pour une moyenne de 14,4%). L'évolution de la croissance a été à peu près semblable, sauf pour cette année: 10,9% (estimation) pour les transferts au secteur de l'éducation, et 0,4% seulement (estimation) pour tous les autres transferts. Soulignons enfin que le poste "autres transferts" comprend aussi les paiements à la caisse de retraite des enseignants, qui représentent $1,296 milliard pour les cinq dernières années (ou 8,4% de l'ensemble des transferts pour cette période). La hausse de ces paiements dépend des nécessités actuarielles de la caisse, qui dépendent à leur tour des salaires des enseignants. Il n'est donc pas étonnant que ces paiements aient augmenté de façon importante ($100 millions ou plus de 42%) en 1976-1977; pour 1978-1979, ils devraient s'élever à $262 millions.

Les perspectives à court terme qui sous-tendent les engagements de l'année financière 1978-1979 ont été récemment expliquées par le Trésorier de la province (dans un discours prononcé le 16 septembre 1977 devant le Provincial-Municipal Liaison Committee). Le Trésorier a proposé certaines modifications à la Convention d'Edmonton: essentiellement, il s'agit d'élargir la base de calcul des subventions. Le principal élément nouveau (qui représente environ 70% des nouvelles additions) porte sur les paiements à la caisse de retraite des enseignants. En incluant ces nouveaux postes dans la convention, le Trésorier a pu réduire les paiements provinciaux aux administrations locales, les ramenant pour la période 1978-1979 de $3,748 milliards selon la formule antérieure à $3,713 milliards selon la formule "élargie", soit une différence de $35 millions. Cette nouvelle projection représente une croissance nulle par rapport à l'année antérieure, selon la nouvelle formule, et une diminution réelle des transferts totaux selon la formule antérieure. Simultanément, le Trésorier a annoncé pour 1979-1980

des transferts provinciaux de $4,023 milliards (une augmentation de 8%) pour établir l'équilibre prévu par la "convention élargie d'Edmonton".

Voici quelques exemples de l'application de ces propositions aux transferts aux conseils scolaires et aux administrations locales de la province:

	----- en milliards de dollars -----		Pourcentage
	1977-1978	1978-1979	Augmentation d'augmentation
Transferts aux conseils scolaires			
Subventions générales			
Caisse de retraite des enseignants			
Total			
Transferts aux municipalités et organismes locaux			
Total des transferts			

En conséquence, les perspectives à court terme dans le secteur de l'éducation indiquent une croissance de 10,9% des subventions provinciales (ou une croissance de 5,4% des transferts totaux aux conseils scolaires, y compris les paiements à la caisse de retraite des enseignants) en 1977-1978, et une augmentation de 4,8% (ou de 7,4% des transferts totaux) en 1978-1979. Compte tenu de l'inflation, cela représente une augmentation réelle d'environ 3 à 4% en 1977-1978 et une baisse réelle d'environ 2 à 3% en 1978-1979.

Les perspectives à moyen terme sont encore moins prometteuses. Tel qu'indiqué dans les projections ci-dessus*, les dépenses au titre de l'éducation devraient en moyenne augmenter de plus de 20% (augmentation réelle d'environ 3 à 4%) au cours de la prochaine décennie. Cependant, ce total comprend les dépenses du secteur postsecondaire et de l'enseignement spécial et culturel, l'administration du ministère et les contributions à la caisse de retraite des enseignants, ainsi que les subventions aux conseils scolaires. La croissance des dépenses de cette dernière catégorie, qui reflète notamment la baisse prévue des effectifs scolaires, ne devrait augmenter que légèrement jusque vers 1981, puis diminuer jusqu'en 1986. Voici comment on pourrait résumer les perspectives à moyen terme en ce qui a trait aux subventions aux conseils scolaires (sans les paiements à la caisse de retraite):

* Tableau 1.18 du premier rapport provisoire, Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario, 1978.

	Taux de croissance annuelle moyenne 1977-1982**	1982-1987**
Subventions générales aux conseils scolaires	2,2	-0,1
Taux d'inflation	7,4	8,1
Augmentation réelle (approx.)	-5,2	-8,2

** L'année 1977 indique l'exercice 1977-1978, etc.

> Pour la prochaine décennie, ces projections indiquent donc que les conseils scolaires en Ontario devraient prévoir une croissance réelle nulle des subventions provinciales qu'elles reçoivent. (pp. 23-28)[1]

La Commission n'endosse pas ici les projections de M. Foot sur la croissance en dollars réels des transferts aux conseils scolaires. De toute façon, ces projections sont fondées sur des éventualités précises et accompagnées de nuances importantes. Mais elles sont conformes aux tendances récentes observées dans l'évolution des dépenses publiques et notre développement économique. Plutôt que de prévoir quelle sera l'importance des transferts du gouvernement provincial aux conseils scolaires, ou si ces paiements, en dollars réels, augmenteront ou diminueront, la Commission préfère résumer ainsi l'évolution de la participation du gouvernement provincial et des conseils scolaires au financement de l'éducation:

> Au cours de la prochaine décennie, il semble que des pressions considérables seront exercées pour diminuer la proportion des fonds publics consacrés à l'éducation. Les conseils scolaires seront ainsi incités à recourir davantage aux contribuables des municipalités qu'ils desservent. La baisse des effectifs scolaires est le facteur social principal qui permettra de réaliser cette transformation sans nécessairement réduire les ressources par élève ou accroître le fardeau de l'impôt foncier.

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[1] D.K. Foot, Resources and Constraints: Public Education and the Economic Environment in Ontario, 1978-1987, Document de travail nº 1, Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario, 1978.

Chapitre 2

Variables démographiques et évolution des naissances vivantes jusqu'à 2001

Les responsables des politiques en matière d'éducation, les administrateurs qui dirigent les systèmes scolaires, les enseignants, les parents et les contribuables doivent prendre conscience de ce phénomène généralisé: la proportion des enfants par rapport à l'ensemble de la population ne cesse de diminuer dans les sociétés industrielles du monde occidental depuis déjà quelques générations.

Si l'on considère ses conséquences ultimes, cette évidence ne se vérifiera pas toujours. Elle ne s'est d'ailleurs pas toujours appliquée aux sociétés et aux cultures de cette partie du monde. Mais elle correspond à une donnée du XIX^{e} et du XX^{e} siècles dans les sociétés les plus étroitement reliées avec ce qu'il est convenu d'appeler la révolution industrielle.

Des nuances doivent être apportées immédiatement. Les généralisations historiques ne nous sont guère utiles lorsqu'il s'agit de prendre des décisions en vue de desservir la clientèle scolaire actuelle ou celle que nous aurons dans un avenir prévisible. Le Tableau 2.1 et le Graphique 2.1 illustrent l'application de ce phénomène à la société canadienne et sa portée limitée sur l'orientation des politiques scolaires.

Le Tableau 2.1 indique que les enfants de moins de 5 ans représentaient 18,51% de la population canadienne en 1851. Cette proportion passait à 9,14% en 1941, 12,37% en 1961, puis à 7,53% en 1976. En Ontario, la proportion des enfants de moins de 5 ans était de 13,08% en 1881. Elle passait à 7,87% en 1941, 11,97% en 1961, et seulement 7,35% en 1976. Au Canada et en Ontario, la proportion des enfants de moins de 10 ans suit la même évolution.

Le Graphique 2.1 illustre, pour le Canada et l'Ontario, l'évolution de la réduction à long terme (ligne droite) de la proportion des enfants par rapport à la population totale. L'évolution à court terme (depuis 1941) montre le caractère dramatique de ce phénomène. Il est évident qu'une évaluation de

TABLEAU 2.1

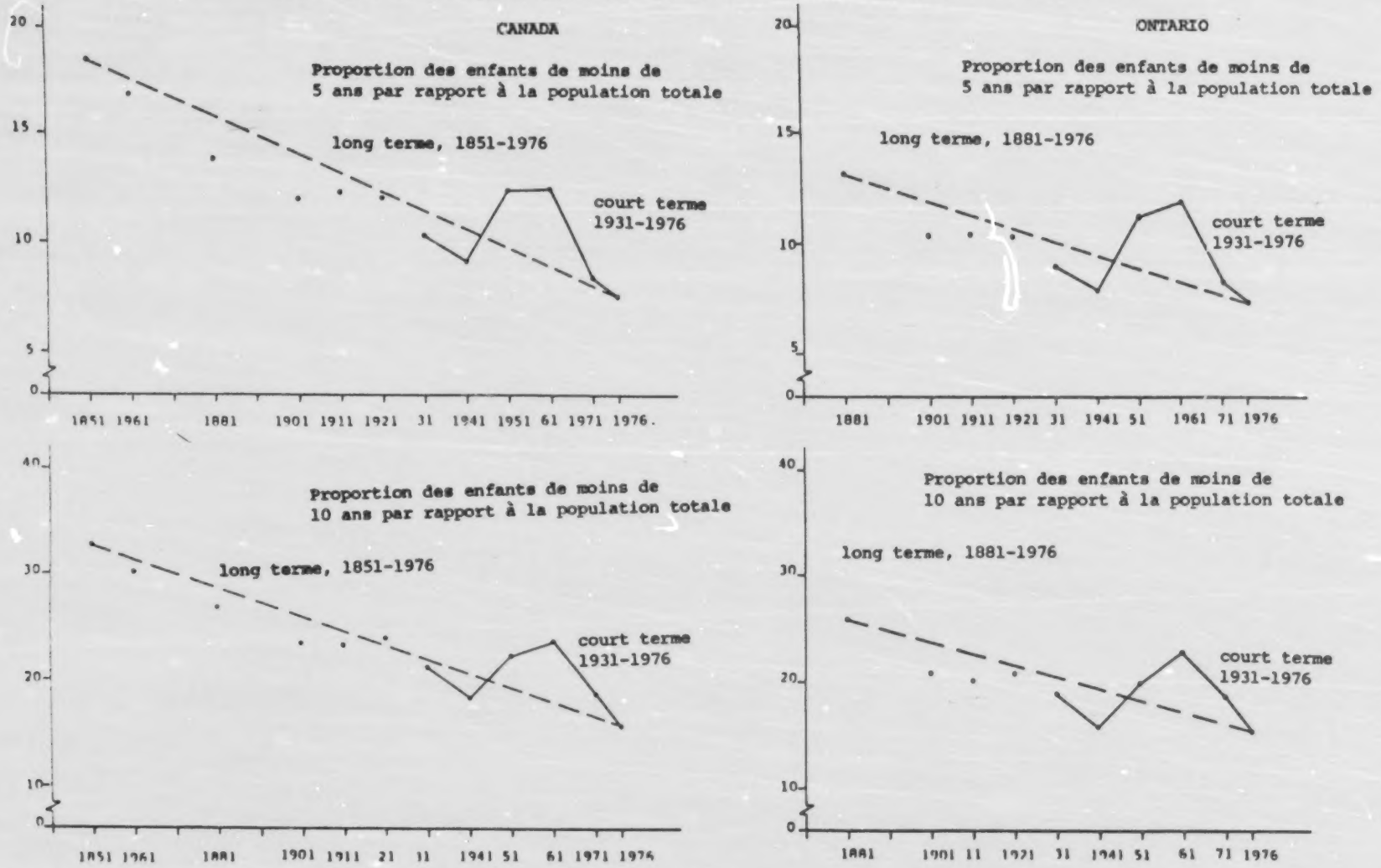
PROPORTION DES ENFANTS DE MOINS DE 5 ANS ET DE MOINS DE 10 ANS PAR RAPPORT À LA POPULATION TOTALE

CANADA						ONTARIO					
Année	Population totale	Enfants de moins de 5 ans (0-4)	%	Enfants de moins de 10 ans (0-9)	%	Année	Population totale	Enfants de moins de 5 ans (0-4)	%	Enfants de moins de 10 ans (0-9)	%
1851	2,436,000	451,000	18.51	797,000	32.72						
1861	3,230,000	543,000	16.81	972,000	30.09						
1871	3,689,257					1871	1,620,851				
1881	4,325,000	599,000	13.85	1,161,000	26.84	1881	1,926,922	252,053	13.08	497,486	25.82
1891	4,833,239					1891	2,114,321				
1901	5,371,000	646,000	12.03	1,264,000	23.53	1901	2,182,947	224,814	10.30	455,382	20.86
1911	7,207,000	890,000	12.35	1,675,000	23.24	1911	2,527,292	263,266	10.42	507,431	20.08
1921	8,788,000	1,059,000	12.05	2,109,000	24.00	1921	2,933,662	301,809	10.29	609,670	20.78
1931	10,377,000	1,075,000	10.36	2,208,000	21.28	1931	3,431,683	307,711	8.97	640,699	18.67
1941	11,507,000	1,052,000	9.14	2,098,000	18.23	1941	3,787,655	297,924	7.87	599,439	15.83
1951	14,009,000	1,722,000	12.29	3,120,000	22.27	1951	4,597,542	514,722	11.20	914,014	19.88
1961	18,238,247	2,256,401	12.37	4,335,923	23.77	1961	6,236,092	740,193	11.87	1,414,712	22.69
1971	21,568,310	1,816,155	8.42	4,070,160	18.87	1971	7,703,105	637,255	8.27	1,420,770	18.44
1976	22,992,600	1,731,995	7.53	3,619,800	15.74	1976	8,264,465	607,205	7.35	1,275,020	15.43

Source: M.C. Urquhart, Editor, Historical Statistics of Canada. Toronto: MacMillan of Canada, 1965, p. 16.
Recensement du Canada, 1971, Volume 1, Deuxième partie.
Recensement du Canada, 1941, Volume 3.
Données non publiées de Statistique Canada pour 1976.

GRAPHIQUE 2.1

ÉVOLUTION[1] DE LA PROPORTION DES ENFANTS PAR RAPPORT A LA POPULATION TOTALE



[1] La ligne représentant l'évolution à long terme est simplement une ligne droite reliant le pourcentage de 1976 à celui de 1851 (Canada) ou de 1881 (Ontario); il ne s'agit pas d'une "ligne des moindres carrés".

Source: Tableau 2.1

la tendance de cet indicateur démographique n'aurait guère aidé à améliorer les aptitudes des responsables politiques et administratifs à régler le problème de l'accroissement des effectifs scolaires au cours des dernières décennies. Il est également vrai que les données démographiques provinciales, qui sont très importantes pour les responsables politiques et les fonctionnaires provinciaux, ont une utilité limitée pour les responsables politiques et les administrateurs locaux. En outre, ce n'est qu'au recensement de 1971 que les taux de réduction correspondaient pour la première fois à une baisse du nombre d'enfants.

Les responsables politiques et les administrateurs savent que leur première tâche est de s'occuper des problèmes actuels et de prévoir quelques-uns de ceux qui pourraient survenir dans quelques années. Les vastes perspectives historiques ne sont utiles que parce qu'elles peuvent fournir des assises pour faire des projections concernant l'avenir et prévoir les problèmes éventuels. Pour avoir quelque valeur en matière de services publics, y compris en éducation, ces prévisions doivent être très précises quant aux circonstances de temps et de lieu. Dans le secteur de l'éducation, les connaissances démographiques essentielles à un programme de planification de dix ans (qui constitue un horizon plutôt lointain en planification) sont le nombre et la répartition géographique des enfants nés au cours des six années précédentes, et les projections sur les naissances pour chacune des six années suivantes, ainsi que quelques renseignements sur leur répartition. Pour étendre l'horizon de la planification, il faut des projections détaillées sur une période encore plus longue.

Les projections sur les naissances en Ontario, présentées ci-après, constituent des données fondamentales sur notre société, sur le contexte de la prise de décisions en éducation, et sur l'origine du phénomène de la baisse des effectifs scolaires. Elles visent à étendre l'horizon de la planification jusqu'au siècle suivant.

Naissances vivantes jusqu'en 2001

Le présent rapport final ne reprend ici que quelques données du premier rapport provisoire sur les composantes et la structure démographiques en Ontario (Chapitre 1) et sur les effectifs scolaires (Chapitre 3). En présentant dans ses deux rapports provisoires des données et des projections sur la population

et les effectifs scolaires, la Commission entendait démontrer que les projections sur les naissances utilisées alors par la plupart des planificateurs, bien des démographes et presque tous les agents d'éducation étaient trop élevées. Cet objectif demeure, et c'est pourquoi on retrouve dans ce rapport final cette variable démographique importante que sont les naissances, même si les projections relativement faibles présentées par la Commission sont beaucoup plus largement acceptées aujourd'hui qu'il y a huit mois.

Les indices en faveur d'une réduction des estimations sur les taux actuels de fécondité et des projections sur les taux de fécondité et les naissances continuent de s'accumuler. Nous avons intégré à nos projections certaines des données les plus récentes sur les projections relatives aux naissances. Pour en savoir davantage sur l'évolution passée, présente et future de la population ontarienne par rapport aux effectifs scolaires actuels et futurs, le lecteur est prié de se reporter aux premier et au deuxième rapports provisoires.

La Commission dispose maintenant de trois ensembles de projections sur les naissances, la population scolaire et les effectifs des écoles de l'Ontario. Il s'agit d'abord des projections de Statistique Canada, publiées en juillet, sur les naissances vivantes et les effectifs scolaires. Un deuxième ensemble, qui ne porte que sur les effectifs scolaires, a été préparé par le Ministry of Treasury, Economics and Intergovernmental Affairs (Ontario) et remis à la Commission en juin. Le troisième ensemble a été préparé par la Commission. Ces trois ensembles contiennent chacun des projections multiples fondées sur des hypothèses différentes relativement à la fécondité (pour les deux ensembles qui comportent des projections sur les naissances) et à la migration nette. Elles sont présentées dans le présent chapitre et dans le suivant.

Projections sur les naissances vivantes

Le Tableau 2.2 indique le nombre de naissances vivantes pour l'Ontario selon les plus récentes projections préparées par Statistique Canada pour la période 1976-1977 à 2001-2002, en fonction de l'année "de recensement", c'est-à-dire du 1er juin au 31 mai. Les hypothèses utilisées pour chaque projection sont données dans les notes des tableaux. Les quatre projections sont fondées sur des combinaisons de deux taux de fécondité (de 1,8 enfant à 2,0 et de 1,8 enfant à

TABLEAU 2.2

ÉVOLUTION DES NAISSANCES VIVANTES EN ONTARIO
ET PROJECTIONS JUSQU'EN 2001

Année civile, janvier à décembre	Naissances vivantes, chiffres réels	Année (date des recensements) 1er juin au 31 mai	Naissances vivantes, projections (Statistique Canada)			
			Projection*			
			1	2	3	4
1975	125,775**	1976-77	130,000	129,700	126,700	126,400
1976	124,700	1977-78	134,000	133,200	128,100	127,400
1977	122,758	1978-79	138,200	136,700	129,700	128,600
		1979-80	142,200	139,800	131,200	129,600
		1980-81	146,300	142,900	132,800	130,700
		1981-82	150,100	145,500	134,700	132,000
		1982-83	154,000	148,200	136,500	133,300
		1983-84	157,800	150,800	138,000	134,300
		1984-85	161,600	153,300	138,900	134,800
		1985-86	164,400	154,900	139,500	134,900
		1986-87	166,600	155,800	139,100	134,100
		1987-88	168,400	156,500	138,200	132,900
		1988-89	169,600	156,600	137,400	131,700
		1989-90	170,500	156,500	136,300	130,400
		1990-91	170,500	155,600	134,800	128,600
		1991-92	169,800	154,100	133,600	127,100
		1992-93	168,400	152,100	132,200	125,400
		1993-94	167,000	150,100	130,700	123,700
		1994-95	165,600	148,200	129,300	122,000
		1995-96	164,500	146,500	128,000	120,500
		1996-97	163,700	145,100	126,900	119,100
		1997-98	163,300	144,100	125,900	117,900
		1998-99	163,300	143,500	125,300	117,000
		1999-2000	163,800	143,300	124,800	116,300
		2000-2001	164,800	143,600	124,700	115,900
		2001-2002	166,200	144,200	124,800	115,700

**Registraire général

* Hypothèses:
Projection 1: Famille de 1,8 enfant à 2,0 vers 1991; Migration nette de 47 500 à 71 900
Projection 2: Famille de 1,8 enfant à 2,0 vers 1991; Migration nette de 32 300 à 18 600
Projection 3: Famille de 1,8 enfant à 1,6 vers 1991; Migration nette de 40 500 à 48 000
Projection 4: Famille de 1,8 enfant à 1,6 vers 1991; Migration nette de 23 500 à 25 200

Source: Statistique Canada, et la Fédération des enseignants canadiens, Les classes en 2001, Ottawa, 1978.

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1,6 vers 1991)* et quatre niveaux différents de migration nette. Dans le coin supérieur gauche du tableau, les chiffres réels des naissances vivantes indiqués par le registraire général de l'Ontario pour les années civiles (1er janvier au 31 décembre) 1975, 1976 et 1977 ont été ajoutés. On constate certains écarts en comparant les naissances réelles et celles des deux premières années des projections (bien que les années ne concordent pas dans les deux cas). Les projections sont toutes trop élevées. Les hypothèses utilisées ne correspondent pas à la baisse continue (et plus forte que prévue) des naissances vivantes en 1976 et en 1977. Cela permet de douter sérieusement des projections 1 et 2, et les projections 3 et 4 devraient probablement être révisées à la baisse de 3 à 5%**. Les projections sur les effectifs scolaires fondées sur ces modèles doivent aussi être redressées.

Malgré ces critiques et ces réserves, soulignons que la courbe de l'évolution du nombre des naissances vivantes du Graphique 2.2 est très intéressante. Les résultats étonnants de la projection 1 viennent de la combinaison d'une fécondité et d'une migration nette élevées. La projection 2 tient compte d'une baisse de la migration nette et d'une fécondité élevée. Les deux projections reflètent un écho lointain du "Baby Boom". Cet écho est toujours présent dans les projections 3 et 4, fondées pourtant sur l'hypothèse d'une fécondité plus faible. Dans les quatre projections, le taux des naissances est suffisamment élevé vers la fin des années 1970 et pendant une partie des années 1980 pour augmenter un peu les effectifs scolaires avant la fin du siècle, avant qu'ils ne reprennent leur tendance à la baisse.

Le Tableau 2.3 présente les neuf projections préparées par cette Commission sur le nombre de naissances vivantes d'ici la fin du siècle, à partir de diverses hypothèses sur la fécondité et la migration nette. Les trois hypothèses relatives à la fécondité (nombre d'enfants par famille) sont les suivantes: 1,75 de 1975 à

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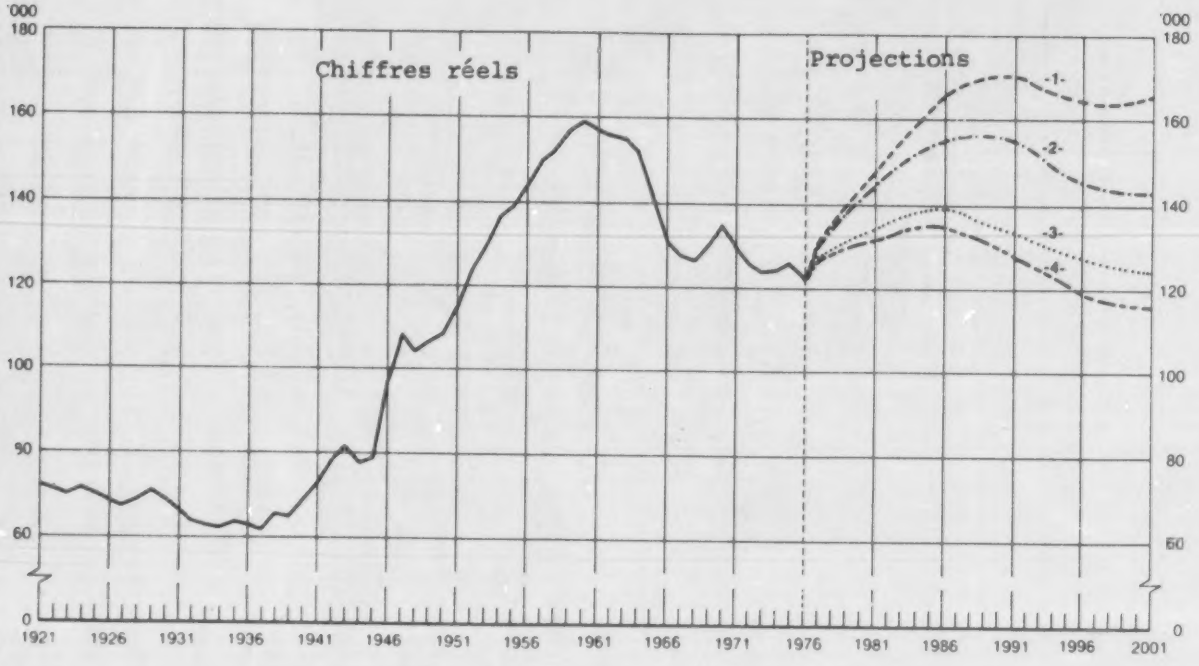
* Dans un autre rapport de Statistique Canada, une autre hypothèse est utilisée: 1,5 enfant.

**Les naissances ont continué de fléchir au cours des sept premiers mois de 1978, de sorte que ces révisions à la baisse devraient être encore plus importantes.

GRAPHIQUE 2.2

ÉVOLUTION DES NAISSANCES VIVANTES EN ONTARIO (1921-1976)
ET PROJECTIONS JUSQU'EN 2001, 1, 2, 3 ET 4



Source: Statistique Canada, et la Fédération des enseignants canadiens, Les classes en 2001, Ottawa, 1978.

NAISSANCES VIVANTES EN ONTARIO
PROJECTIONS JUSQU'EN 2001

(Projections de la Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario)

ANNEE	PROJECTIONS *								
	1	2	3	4	5	6	7	8	9
	Fécondité élevée: 1.75			Fécondité moyenne: 1.6			Fécondité faible: 1.5		
	nulle	25,000	50,000	nulle	25,000	50,000	nulle	25,000	50,000
1976 Chiffres Réels	124,647								
1977 Chiffres Réels	122,476								
1978	125,991	128,320	128,368	123,831	123,952	124,000	123,111	123,500	123,560
1979	127,941	131,333	131,424	123,554	124,812	124,900	122,092	123,400	123,530
1980	129,703	134,076	134,220	123,032	125,464	125,600	120,809	123,310	123,480
1981	131,240	136,505	136,715	122,991	125,699	126,250	118,491	123,244	123,680
1982	132,490	138,549	138,838	122,648	126,053	126,900	116,591	121,924	122,177
1983	133,381	140,138	140,516	121,949	127,033	127,300	114,327	120,118	120,442
1984	133,844	141,202	141,781	122,372	127,455	127,800	114,724	121,031	121,526
1985	133,849	141,721	142,603	122,376	127,571	128,100	114,728	121,475	122,231
1986	133,423	141,729	143,018	121,987	127,600	128,350	114,363	121,482	122,587
1987	132,614	141,337	143,083	121,247	127,700	128,500	113,669	121,146	122,642
1988	131,441	140,581	142,826	120,174	127,196	128,450	112,663	120,498	122,422
1989	129,927	139,490	142,277	118,790	126,866	128,300	111,366	119,563	121,952
1990	128,108	138,101	141,470	117,127	126,264	127,900	109,806	118,372	121,260
1991	126,042	136,468	140,400	115,239	124,771	127,400	108,036	116,973	120,343
1992	123,797	134,644	139,118	113,186	123,103	126,100	106,112	115,409	119,244
1993	121,454	132,699	137,692	111,043	121,324	124,800	104,102	113,741	118,021
1994	119,097	130,708	136,202	108,882	119,498	123,500	102,075	112,027	116,736
1995	116,812	128,756	134,732	106,769	117,689	122,000	100,087	110,324	115,446
1996	114,674	126,922	133,365	104,757	115,953	120,800	98,181	108,678	114,200
1997	112,748	125,277	132,176	102,887	114,337	119,600	96,390	107,123	113,036
1998	111,085	123,878	131,224	101,190	112,876	118,400	94,728	105,680	111,976
1999	109,717	122,766	130,552	99,684	111,596	117,600	93,201	104,360	111,033
2000	108,659	121,964	130,183	98,377	110,510	116,900	91,806	103,166	110,209
2001	107,908	121,476	130,120	97,268	109,624	116,500	90,544	102,103	109,509

* Les hypothèses sont expliquées qu Chapitre 2, page 36.

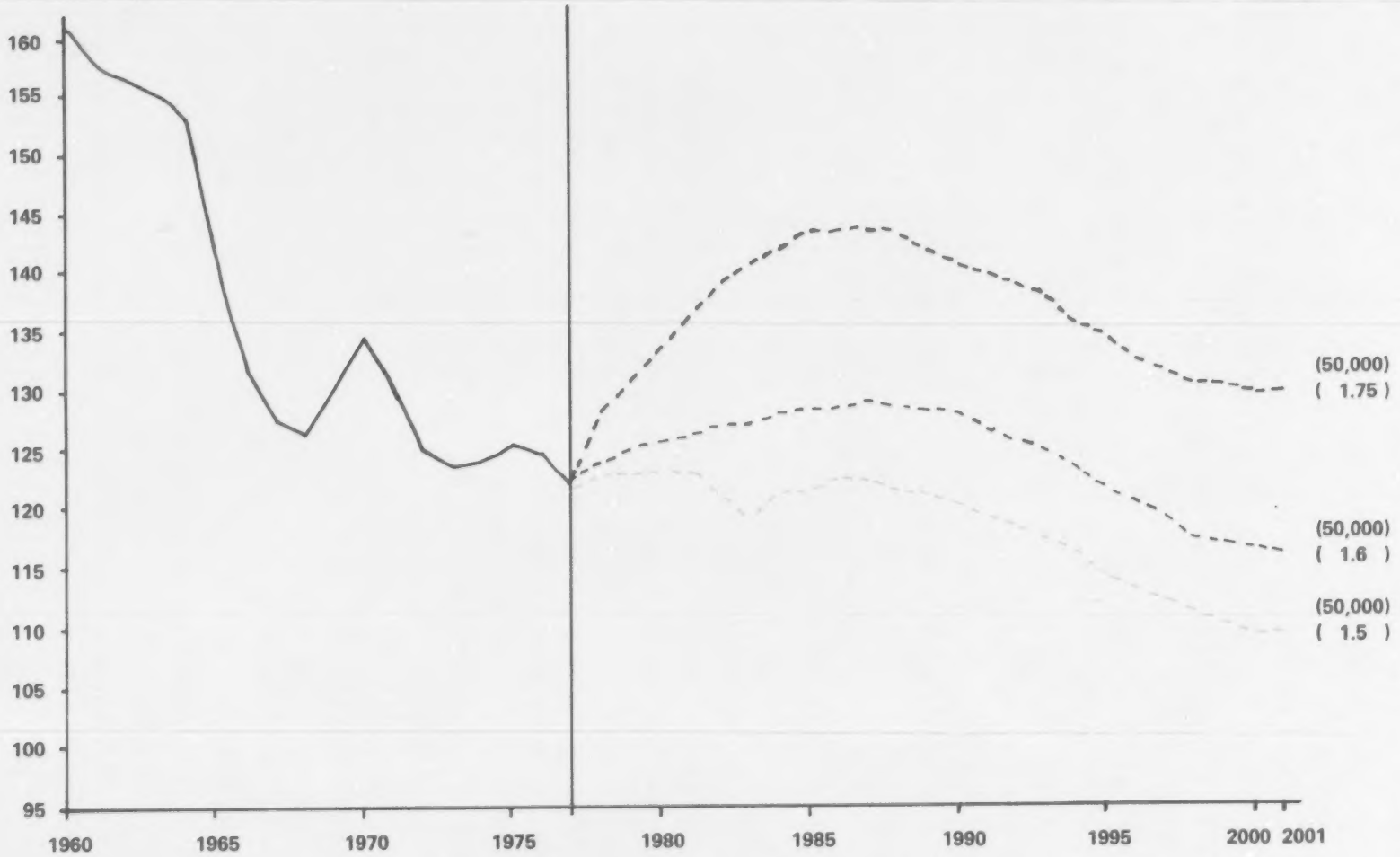
la fin du siècle; 1,75 de 1975 à 1983, puis 1,6 jusqu'en 2001; 1,75 de 1975 à 1983, puis 1,5 jusqu'en 2001. Pour la migration annuelle nette, les trois hypothèses sont les suivantes: baisse du niveau actuel de 46 000 à 35 000 vers 1983, puis augmentation continue à 50 000 vers 1990, et maintien de ce rythme jusqu'en 2001; baisse du niveau actuel de 46 000 à 25 000 vers 1986, puis maintien de ce rythme jusqu'en 2001; migration nette nulle, c'est-à-dire arrêt immédiat de la migration nette positive et aucune reprise d'ici la fin du siècle. Comme dans le cas des projections de Statistique Canada, les différences entre les combinaisons des taux de fécondité élevée et de migration nette élevée, ainsi que des taux de fécondité faible et de migration nulle, sont importantes. A nouveau, les projections sur les naissances en 1978 (sauf peut-être en cas de migration nette nulle) semblent trop élevées, surtout lorsque l'on sait que les naissances enregistrées en Ontario au cours des sept premiers mois de 1978 sont inférieures à celles de la période correspondante de 1977. Le fléchissement important des naissances vivantes qui se produit lorsque la migration est nulle laisse entendre que le taux de natalité -- et partant, des effectifs scolaires -- est affecté par les migrations beaucoup plus qu'on ne le suppose généralement.

Pour aider le lecteur à interpréter ces projections sur les naissances vivantes, les valeurs du Tableau 2.2 sont illustrées sur le Graphique 2.2, et celles du Tableau 2.3 sur le Graphique 2.3. Dans les deux cas, les chiffres réels des périodes antérieures sont indiqués. Les courbes lisses découlent des formules utilisées dans le modèle; en fait, l'évolution du taux des naissances ne correspond pas de façon aussi précise à aucune courbe. Dans les lignes des projections, on retrouve de nouveau l'écho (proche ou lointain) du "Baby Boom" antérieur. Ce qui compte davantage, c'est la persistance du fléchissement vers la fin du siècle. Ce dernier phénomène est naturellement un écho du "Baby Bust" d'après 1960.

Un grand nombre de ceux qui s'intéressent à l'évolution sociale trouvent que les déterminants physiques et culturels des taux de fécondité et des taux de naissance sont plus intéressants que les taux eux-mêmes. Il y a certes peu de sujets aussi intéressants en ce domaine des études sociales. Mais nous ne connaissons pas grand chose sur le phénomène social de l'évolution des taux de reproduction humaine.

GRAPHIQUE 2.3

EVOLUTION DES NAISSANCES VIVANTES EN ONTARIO ET PROJECTIONS, 1960–2001



Source: Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario.

La Commission a entendu bien des gens qui lui ont fait observer que le taux de natalité connaîtrait une remontée avec le retour "de temps plus prospères". Mais en attribuant à la situation économique notre faible taux actuel de natalité, on oublie qu'avant 1973, en pleine période d'expansion économique, le taux de fécondité et le taux de naissances continuaient de fléchir.

On a aussi attribué la chute de la natalité aux coûts du logement et aux pénuries de logements. Pourtant le taux des naissances a été élevé pendant les 15 premières années qui ont suivi la Deuxième Guerre mondiale, et il a fléchi par la suite, même si les normes relatives à la construction de logements se sont généralement améliorées pendant cette période. Cette explication soulève également une question intéressante sur les relations causales entre le coût des logements et le taux des naissances, puisque l'augmentation du nombre de travailleurs par ménage, qui est si étroitement reliée à la baisse de la natalité, a apparemment contribué à la hausse des coûts du logement.

La multiplication des préservatifs physiques, pharmaceutiques et chirurgicaux peut expliquer en partie le fléchissement de la natalité, notamment l'apparition de ce phénomène depuis 1961 et son acuité. Mais cela n'explique pas grand chose, car avant même l'apparition de la pilule, des avortements et des vasectomies, les naissances avaient atteint un sommet et commençaient à diminuer. A nouveau, la question des relations causales surgit. Les nouvelles techniques et méthodes viennent-elles d'une demande accrue, ou encouragent-elles une consommation accrue? La même question peut être posée quant aux connaissances du public sur les moyens anticonceptionnels.

De toute façon, les éléments socioculturels qui déterminent les taux de fécondité et de natalité ne sont pas des aspects qui ont des incidences immédiates sur les politiques scolaires. Ce sont les naissances elles-mêmes, les naissances récentes et les naissances futures, qui sont les éléments déterminants immédiats de la demande future de services scolaires.

Les projections préparées par cette Commission sur les naissances en Ontario sont plus faibles que la plupart des projections de ce genre. Celles que la Commission a considérées le plus sérieusement en faisant ses projections

sur les effectifs scolaires sont fondées sur une migration nette d'environ 50 000 vers la fin du siècle et un taux de fécondité ramené à 1,6 avant la fin du siècle. Il s'agit de la projection 3 du Tableau 2.2 (Projections de Statistique Canada), même si je crois que ces valeurs sont trop élevées, et de la projection 6 du Tableau 2.3 (Projections de la Commission). C'est la projection 6 du Tableau 2.3, la plus faible des deux, qui devrait représenter le mieux le comportement de cette variable démographique si importante pour la planification scolaire.

Cependant, au moment de terminer ce rapport, il m'apparaît nécessaire d'ajouter une précision. En raison de la baisse continue des naissances jusqu'au milieu de 1978, les chiffres de la projection 9 (Tableau 2.3), qui sont beaucoup plus faibles que ceux de la projection 6 (Tableau 2.3), peuvent se révéler rapidement l'estimation "la plus probable" des naissances futures. Je prévois un changement notable dans l'évolution des naissances vivantes au cours des deux prochaines années; si ce changement ne se produit pas, je suggère que la projection 9 soit retenue comme étant la meilleure estimation des naissances futures. En pareil cas, on n'aura presque pas ressenti l'écho du "Baby Boom" si souvent annoncé avec vigueur par un grand nombre d'observateurs de la scène démographique. Le nouveau "sommet" prévu sur le graphique des naissances sera tout au plus un "plateau", qui durera pendant cinq ou six ans, avant de glisser continuellement sur une pente négative.

Chapitre 3

Projections démographiques: groupes d'âge scolaire et effectifs scolaires

Les taux de natalité, actuels et prévus, sont un indicateur social de grand intérêt même pour les gens très pratiques qui s'occupent de l'administration et des politiques scolaires. Bien qu'ils ne soient pas un facteur qui affecte immédiatement la demande de services scolaires, ils influent sur la population scolaire, qui détermine automatiquement cette demande.

La conversion des naissances en effectifs scolaires repose sur diverses hypothèses relativement à certains aspects du contexte social, notamment la survie des enfants, leur rythme de progression dans le système scolaire et leur tendance à poursuivre leurs études après l'âge de fréquentation scolaire obligatoire. Les effectifs scolaires actuels et futurs ne sont pas simplement un indicateur qui renseigne sur l'ampleur nécessaire des opérations actuelles et futures, mais aussi un aspect du contexte social qui influe sur le fonctionnement et la gestion des écoles, et sur l'élaboration des politiques de développement du système scolaire.

Les projections sur les groupes d'âge scolaire faites par Statistique Canada et les projections de cette Commission sur les effectifs scolaires, qui sont présentées ci-après, sont fondées sur les projections relatives aux naissances du chapitre précédent. Les projections de TEIGA[1] sont fondées sur les propres projections du ministère sur les groupes d'âge.[2]

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[1] Ministry of Treasury, Economics and Intergovernmental Affairs, The effect of Demographic Change on Enrolment and Use of School Facilities in Ontario to the Year 2001, rapport préparé pour la Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario.

[2] Le ministère de l'Education prépare des projections à court terme sur les effectifs scolaires, et les revise chaque année. Nous avons utilisé ses chiffres comme point de repère pour évaluer la validité des diverses autres projections à court terme jusqu'en 1986 ou 1987. Ces données étant disponibles auprès du ministère, nous ne les avons pas reproduites ici. Pour l'année critique de 1987, l'écart avec nos plus récentes projections (pour les écoles élémentaires et secondaires) n'est que de 0,23%.

Le Tableau 3.1 présente quatre projections de Statistique Canada sur les groupes d'âge scolaire, par groupes d'âge et pour chaque année jusqu'en 2001. Pour les écoles élémentaires, l'âge est de 5 à 13 ans (9 années); pour les écoles secondaires, il va de 14 à 18 ans (5 ans). (Nous avons omis les projections pour l'enseignement postsecondaire, car ce sujet déborde notre mandat.) Le Graphique 3.1 illustre les données du Tableau 3.1. Les hypothèses propres à chaque projection, qui sont à la base des différences entre chacune, sont les taux de fécondité et de migration indiqués dans la note du Tableau 2.2 du chapitre précédent.

La Projection 3 du Tableau 3.1 est acceptée par la Commission comme étant l'estimation la plus vraisemblable, ce qui revient à accepter l'hypothèse d'un taux de fécondité ramené à 1,6 et d'une migration nette de 50 000. La Projection 4 est également une approximation hypothétique valable que pourraient analyser avec soin les administrateurs et les responsables politiques. Mais la Commission n'accepte pas l'hypothèse d'une migration nette de 25 000 comme étant la plus probable. La migration internationale est un élément très important de la migration nette en Ontario. La faible migration de la Projection 4 est reliée à l'hypothèse antérieure d'une baisse considérable de l'immigration. Or, il est peu probable que nous fermerons entièrement ou presque entièrement nos portes aux immigrants, de façon permanente, et rien ne semble indiquer une modification importante des politiques fédérales d'immigration.

Le Tableau 3.2 présente les projections du rapport TEIGA sur les effectifs scolaires pour les groupes de 5 à 14 ans et de 15 à 19 ans, de 1976 à 2001. Les coefficients de participation servent à calculer les inscriptions correspondantes prévues aux écoles élémentaires et secondaires. Comme nous l'indiquons plus loin, ces projections correspondent à celles de la Commission, notamment celles relatives à la population.

En comparant les chiffres du Tableau 3.2 avec les chiffres correspondant du Tableau 3.1 pour les années 1981, 1986, 1991, 1996 et 2001, on constate que les projections 3 et 4 du Tableau 3.1 sont assez semblables aux projections sur

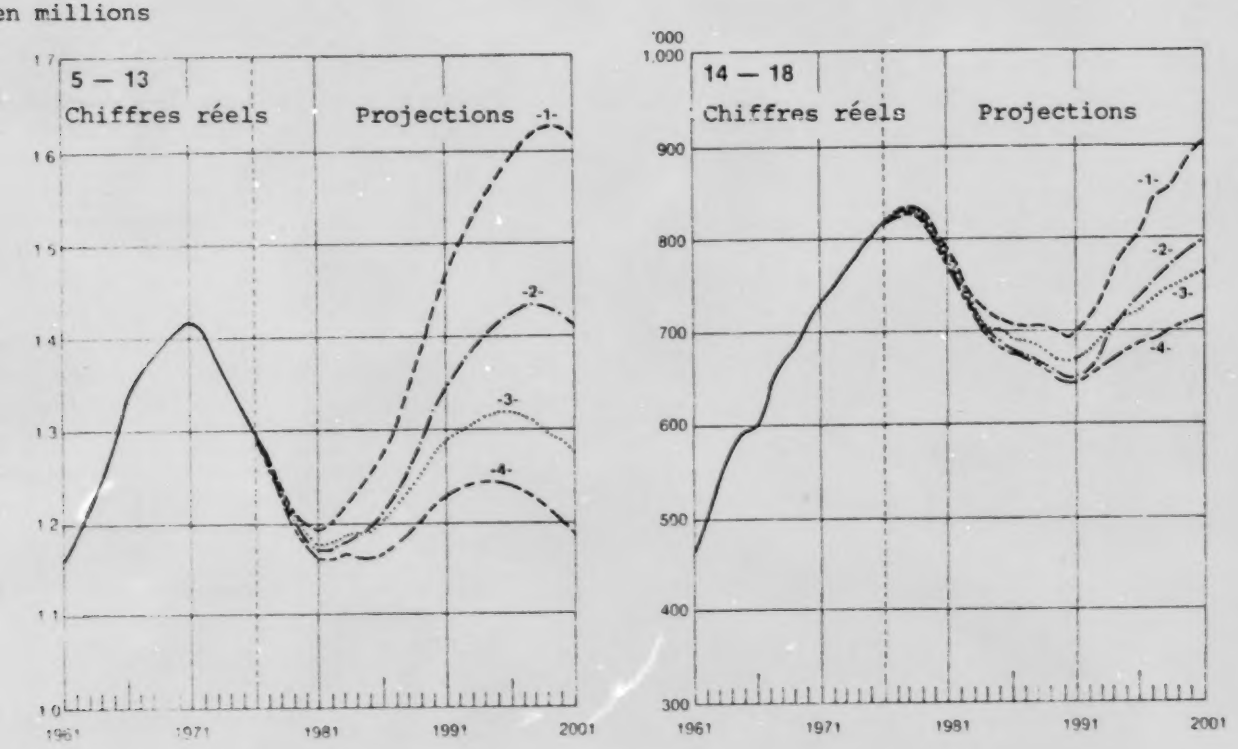
TABLEAU 3.1

EFFECTIFS SCOLAIRES PAR GROUPES D'ÂGE, PROJECTIONS JUSQU'EN 2001
(en milliers)

Année	PROJECTION 1		PROJECTION 2		PROJECTION 3		PROJECTION 4	
	5-13	14-18	5-13	14-18	5-13	14-18	5-13	14-18
Recensement de 1976	1302.4	815.9	1302.4	815.9	1302.4	815.9	1302.4	815.9
1977	1272.1	827.9	1270.0	827.0	1270.0	827.0	1267.8	826.0
1978	1241.5	834.6	1236.4	832.3	1237.1	832.7	1232.5	830.6
1979	1214.3	832.2	1205.1	827.9	1206.8	828.9	1199.5	825.7
1980	1200.0	814.6	1185.9	807.8	1189.5	809.8	1179.0	805.1
1981	1192.8	795.1	1172.9	785.5	1178.7	788.6	1164.8	782.4
1982	1203.4	765.5	1176.7	752.9	1182.5	757.4	1164.6	749.3
1983	1218.5	737.9	1184.4	722.1	1188.2	727.9	1166.3	718.0
1984	1232.0	720.9	1189.6	701.8	1189.9	709.3	1163.8	697.5
1985	1246.6	715.1	1195.9	692.5	1190.9	701.5	1160.7	687.9
1986	1272.7	709.5	1212.8	683.2	1201.1	693.9	1166.6	678.4
1987	1305.2	708.8	1234.7	678.6	1216.1	691.3	1177.3	673.7
1988	1343.3	706.1	1262.5	672.1	1235.3	686.6	1192.0	667.0
1989	1381.1	701.2	1289.3	663.3	1252.4	679.8	1204.6	658.0
1990	1423.8	692.9	1320.3	650.9	1271.8	669.4	1219.5	645.8
1991	1459.3	701.6	1344.2	655.0	1285.3	672.7	1228.7	647.0
1992	1492.6	717.1	1365.8	665.7	1297.0	680.7	1236.1	652.8
1993	1522.9	739.0	1385.0	682.6	1305.8	692.7	1241.1	662.7
1994	1549.8	761.2	1401.1	699.1	1312.0	702.8	1243.6	670.5
1995	1573.3	788.4	1414.7	720.1	1315.8	716.0	1243.7	681.2
1996	1593.1	809.7	1424.3	734.9	1315.8	724.8	1240.8	687.2
1997	1608.1	830.5	1430.4	748.8	1312.9	733.6	1234.9	698.7
1998	1617.7	850.7	1431.8	762.3	1306.9	742.1	1226.3	699.9
1999	1622.0	870.0	1428.6	775.1	1298.4	750.1	1215.5	705.5
2000	1622.3	887.9	1422.2	786.8	1288.0	756.6	1202.6	710.0
2001	1618.9	903.9	1412.9	796.8	1276.6	761.2	1189.4	712.4

GRAPHIQUE 3.1

QUELQUES PROJECTIONS SUR LA POPULATION D'ÂGE SCOLAIRE, 1961-2001



Source: Statistique Canada, et la Fédération canadienne des enseignants, Les classes en 2001, Ottawa, 1978.

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TABLEAU 3.2

ÉVOLUTION LA PLUS VRAISEMBLABLE DE LA POPULATION ET DES EFFECTIFS DES ÉCOLES ÉLEMENTAIRES ET SECONDIARES EN ONTARIO, 1981 A 2001, PROJECTION IV

Année	POPULATION			PROJECTIONS	
	Groupes d'âge		Tous les groupes d'âge (0 à 85+)	Effectifs des écoles élémentaires	Effectifs des écoles secondaires
	5 TO 14	15 TO 19			
	(en millions)	(en millions)	(en millions)	(en millions)	(en millions)
1976	1.47	0.81	8.26	1.36	0.61
1981	1.32	0.82	8.93	1.25	0.58
1986	1.33	0.68	9.52	1.26	0.51
1991	1.36	0.67	10.08	1.29	0.51
1996	1.37	0.69	10.60	1.30	0.53
2001	1.34	0.70	11.00	1.27	0.54

Source. Social and Economic Data, Central Statistical Services, Ministry of Treasury, Economics and Intergovernmental Affairs, 1978.

la population du Tableau 3.2. Le groupe d'âge des écoles élémentaires allant de 5 à 14 ans (dix ans), et celui des écoles secondaires, de 15 à 19 ans (5 ans), des comparaisons précises ne sont pas possibles.

Les projections préliminaires de la Commission sur les effectifs scolaires ont été analysées en détail dans le deuxième rapport provisoire. Au moment de leur présentation, bien des gens ont dit qu'elles étaient trop faibles et irréalistes. En particulier, on considérait que les projections sur les naissances (sur lesquelles elles étaient fondées) étaient trop faibles. Depuis lors, les données disponibles indiquent que les effectifs scolaires seront beaucoup plus faibles que les projections ne le laissaient entendre. Et avec le passage des mois, il semble plus approprié de réviser à la baisse le taux de natalité.

Les récentes projections de Statistique Canada et de TEIGA militent en faveur d'une révision à la baisse de la plupart des projections sur les effectifs scolaires faites pour l'Ontario (et aussi pour beaucoup d'autres territoires). Rappelons cependant que les projections préliminaires de la Commission, tant pour les groupes d'âge scolaire que pour les effectifs scolaires, sont plus faibles que celles de Statistique Canada ou de TEIGA (voir le deuxième rapport provisoire, pages 8-9).

La projection préliminaire sur la population scolaire présentée dans le deuxième rapport provisoire est celle qui décrit la situation future avec la plus grande vraisemblance. Cette projection est présentée dans le Tableau 3.3 et illustrée dans le Graphique 3.2. Malgré les différences qui existent entre les projections de TEIGA et de Statistique Canada (projections 3 et 4) et les projections préliminaires de la Commission sur les groupes d'âge scolaire et les effectifs scolaires, toutes ces projections prévoient une baisse des groupes d'âge scolaire et des effectifs des écoles élémentaires jusque vers le milieu des années 1980, suivie d'un accroissement progressif jusque vers le milieu des années 1990, puis d'un fléchissement jusqu'au tournant du siècle, et une baisse des effectifs des écoles secondaires jusque vers 1992 ou 1993, suivie d'un accroissement progressif jusqu'après 2001, et d'une baisse implicite peu après. Dans toutes ces projections, on accepte comme "probable" un taux de fécondité

TABLEAU 3.3

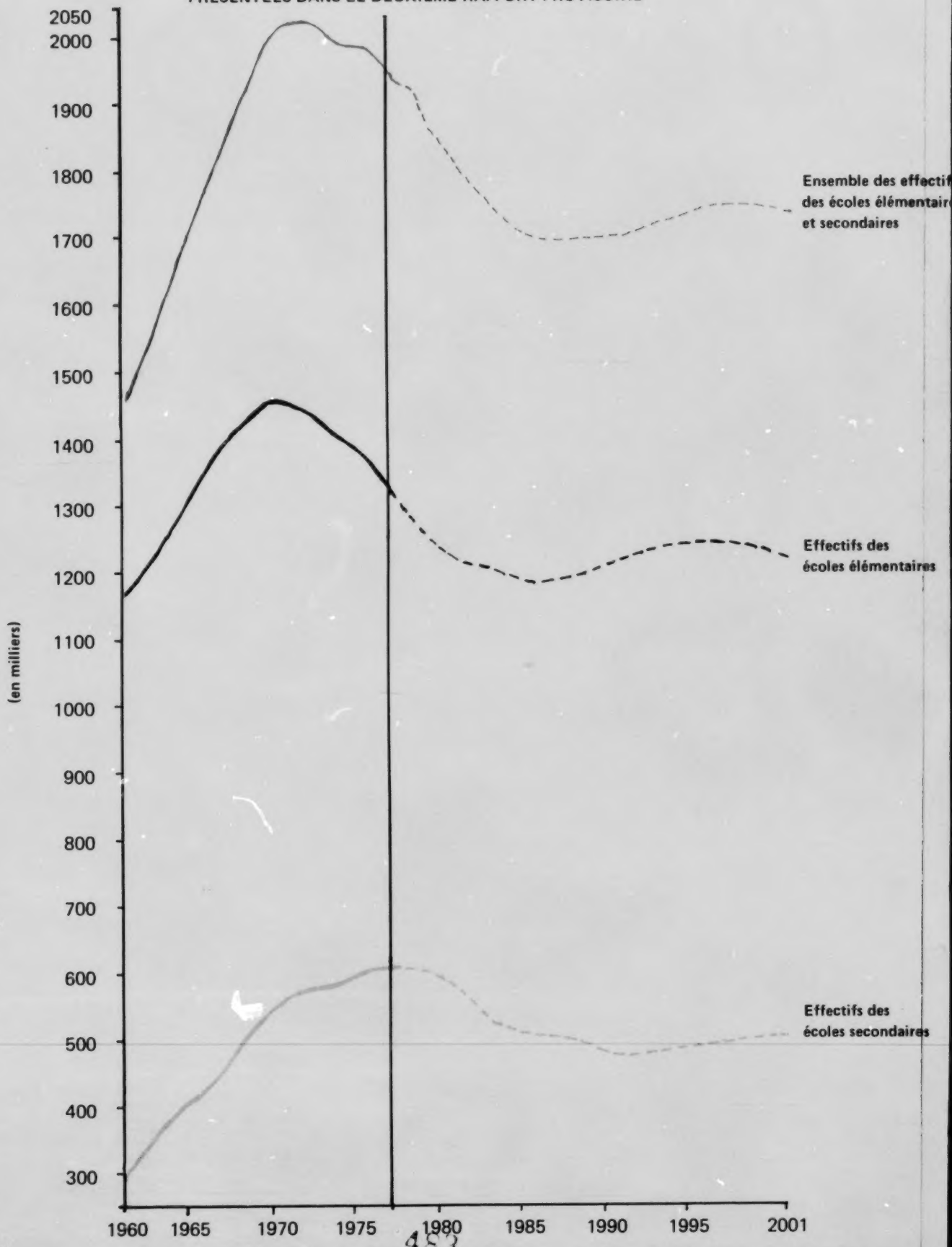
PROJECTIONS PRÉLIMINAIRES SUR LES EFFECTIFS DES ÉCOLES ÉLÉMENTAIRES ET SECONDAIRES, PAR LA COMMISION D'ENQUÊTE SUR LA BAISSE DES EFFECTIFS DANS LES ÉCOLES DE L'ONTARIO

(HYPOTHÈSES: FÉCONDITE DE 1.6 ET MIGRATION ANNUELLE NETTE DE 50 000)

Année	Effectifs des écoles élémentaires	Effectifs des écoles secondaires	Ensemble des Effectifs
1976 (chiffres réels)	1,360,085	613,055	1,973,140
1977 (chiffres réels)	1,329,396	613,830	1,943,226
	PROJECTIONS		
1978	1,294,640	613,025	1,907,665
1979	1,262,551	610,438	1,872,989
1980	1,241,370	601,339	1,842,709
1981	1,224,558	585,035	1,809,593
1982	1,218,645	561,091	1,779,736
1983	1,213,866	538,528	1,752,394
1984	1,204,538	524,316	1,728,854
1985	1,194,299	518,480	1,712,779
1986	1,192,366	513,370	1,705,736
1987	1,195,410	511,484	1,706,894
1988	1,203,041	507,294	1,710,335
1989	1,209,885	500,075	1,709,960
1990	1,221,451	489,105	1,710,556
1991	1,230,490	485,341	1,715,831
1992	1,238,533	485,023	1,723,556
1993	1,245,022	488,341	1,733,363
1994	1,250,027	491,123	1,741,150
1995	1,253,360	496,855	1,750,215
1996	1,254,787	501,043	1,755,830
1997	1,254,575	504,719	1,759,294
1998	1,252,402	507,851	1,760,253
1999	1,247,676	511,038	1,758,714
2000	1,240,847	513,984	1,754,781
2001	1,232,358	516,390	1,748,748

GRAPHIQUE 3.2

PROJECTIONS PRELIMINAIRES SUR LES EFFECTIFS SCOLAIRES, PRESENTEES DANS LE DEUXIEME RAPPORT PROVISOIRE



encore plus bas, et on a tendance à présenter une très vaste gamme d'hypothèses sur la migration nette.

Les projections présentées dans le Tableau 3.3 et toutes les projections préliminaires présentées dans le deuxième rapport provisoire sont fondées sur l'application de coefficients de participation choisis en fonction des groupes d'âge actuels et futurs. En vue d'avoir des projections plus détaillées et plus valables, la Commission a préparé deux autres projections fondées sur la méthode généralement reconnue de pondération des cohortes par un coefficient de survie.

Dans la première de ces projections, les cohortes annuelles de naissances vivantes (chiffres réels et projections) ont été "inscrites" dans les écoles maternelles, élémentaires* et secondaires, et un coefficient de survie (biologique et scolaire) a été appliqué pour évaluer le nombre d'élèves dans chaque niveau. Les résultats (voir Tableau 3.4 et Graphique 3.3) représentent la somme des effectifs estimés pour tous les niveaux de l'élémentaire et tous les niveaux du secondaire. Les projections sur les naissances vivantes (sur lesquelles sont fondées ces projections sur les effectifs scolaires) ont été préparées par cette Commission en fonction de ses propres besoins, à l'aide du modèle de projection de Statistique Canada.

Dans la deuxième projection de ce type, on a eu recours aux chiffres (chiffres réels et projections) sur le nombre d'enfants de 4, 5 et 6 ans, plutôt que sur les naissances vivantes. Le nombre d'enfants de chacun de ces groupes d'âge peut être tiré des projections sur la population, préparées par la Commission pour l'Ontario, pour chaque année.

Les résultats de ces deux projections sont présentés dans les Tableaux 3.4 et 3.5 et dans les Graphiques 3.3 et 3.4. On constate que les effectifs sont semblables, mais quelque peu inférieurs à ceux du Tableau 3.3. Il n'y a pas de différence notable dans l'évolution des effectifs scolaires entre les Tableaux 3.3, 3.4 et 3.5.

Parmi ces projections, celle que recommande la Commission est fondée sur les naissances vivantes (Tableau 3.4).

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* Ce travail a été fait séparément pour les écoles publiques et les écoles séparées, puis les estimations ont été regroupées pour calculer l'ensemble des effectifs des écoles élémentaires.

TABLEAU 3.4

PROJECTIONS SUR LES EFFECTIFS SCOLAIRES EN FONCTION DES NAISSANCES VIVANTES

Année	Écoles publiques	Écoles séparées (1)	Effectifs des écoles élémentaires	Effectifs des écoles secondaires	Ensemble des Effectifs
1976	937,292	422,793	1,360,085	613,055	1,973,140
1977	907,777	421,619	1,329,396	613,830	1,943,226
1978	877,767	416,384	1,294,151	613,274	1,907,425
1979	855,425	412,381	1,267,806	603,415	1,871,221
1980	842,030	409,889	1,251,919	583,206	1,835,125
1981	833,580	408,281	1,241,861	557,412	1,799,273
1982	826,437	407,610	1,234,047	531,581	1,765,628
1983	818,699	407,138	1,225,837	514,224	1,740,061
1984	809,930	406,121	1,216,051	508,522	1,724,573
1985	804,856	405,205	1,210,061	505,703	1,715,764
1986	804,300	405,147	1,209,447	500,072	1,709,519
1987	805,704	405,477	1,211,181	493,220	1,704,401
1988	807,489	406,433	1,213,922	485,420	1,699,342
1989	808,701	407,119	1,215,820	479,667	1,713,487
1990	812,357	408,509	1,220,866	473,863	1,694,729
1991	815,676	409,765	1,225,441	471,670	1,697,111
1992	818,715	411,281	1,230,046	470,596	1,700,642
1993	821,181	412,505	1,233,686	470,431	1,704,117
1994	822,950	413,440	1,236,390	471,531	1,707,921
1995	823,969	413,997	1,237,966	474,100	1,712,066
1996	824,038	414,020	1,238,058	476,696	1,714,754
1997	822,926	413,489	1,236,415	479,037	1,716,452
1998	820,520	412,382	1,232,902	481,161	1,714,063
1999	816,958	410,725	1,227,683	482,948	1,710,631
2000	812,238	408,556	1,220,794	484,389	1,705,183
2001	806,588	405,960	1,212,548	485,500	1,698,048

(1) Comprend les éléves de 9^{e} et de 10^{e} années inscrits dans les écoles séparées.

GRAPHIQUE 3.3

PROJECTIONS SUR LES EFFECTIFS SCOLAIRES EN FONCTION DES NAISSANCES VIVANTES

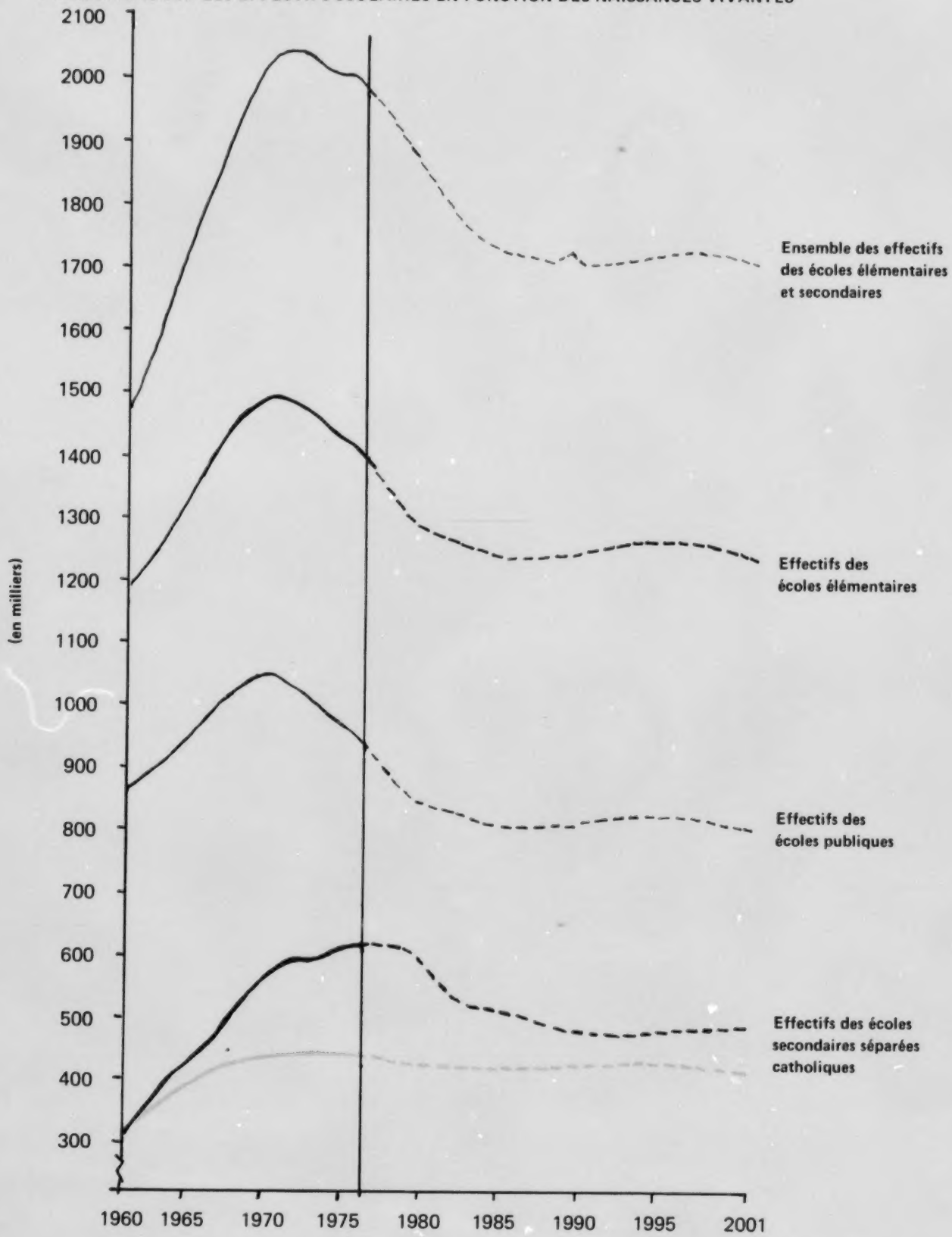


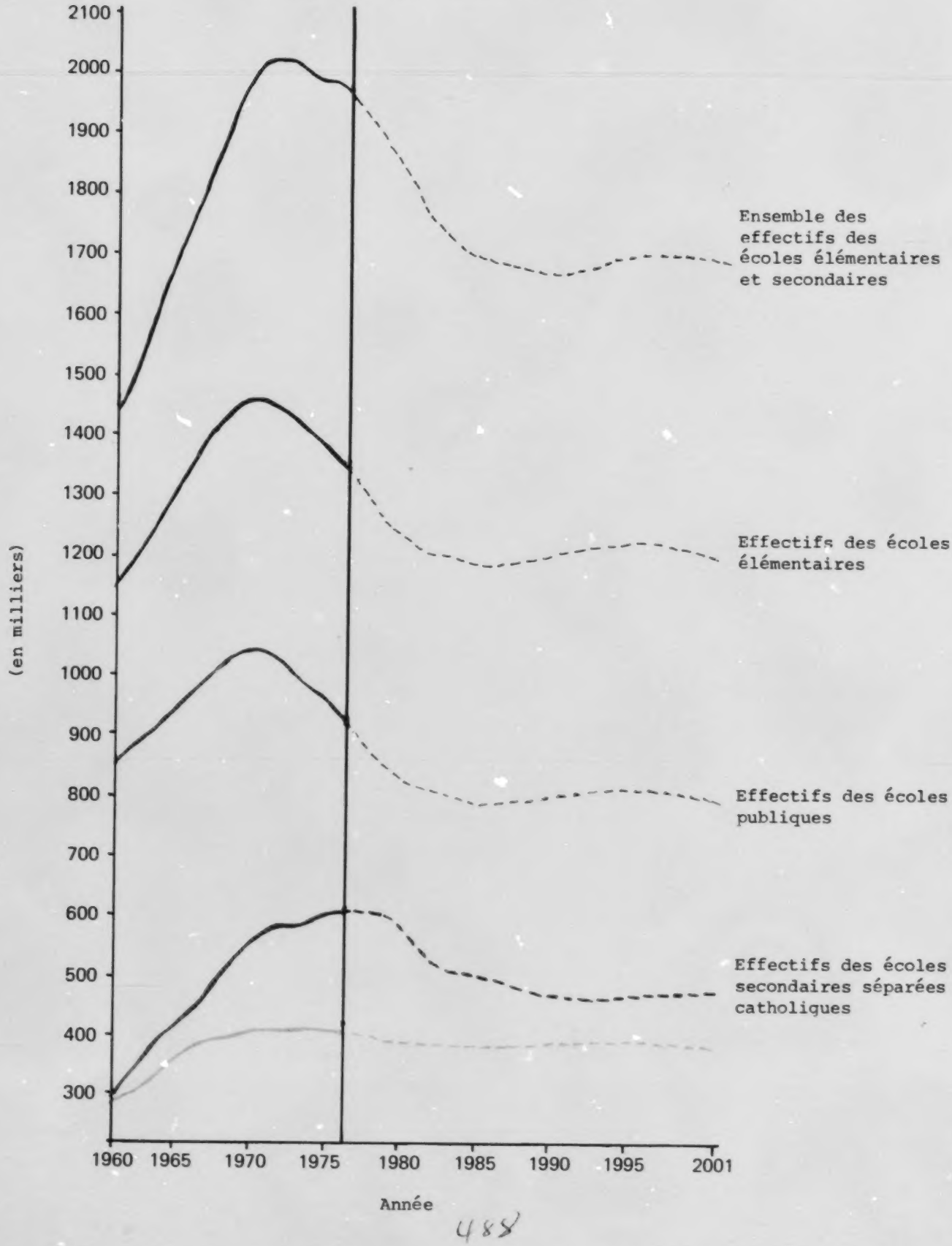
TABLEAU 3.5

PROJECTIONS SUR LES EFFECTIFS SCOLAIRES
EN FONCTION DU NOMBRE D'ENFANTS DE 6 ANS

Année	Écoles publiques	Écoles séparées (1)	Effectifs des écoles élémentaires	Effectifs des écoles secondiares	Ensemble des Effectifs
1976	937,292	422,793	1,360,085	613,055	1,973,140
1977	907,777	421,619	1,329,396	613,830	1,943,226
1978	875,933	416,197	1,292,130	613,274	1,905,404
1979	850,421	410,859	1,261,280	603,415	1,864,695
1980	833,844	407,289	1,241,133	583,206	1,824,339
1981	822,677	405,061	1,227,738	557,412	1,785,150
1982	816,290	404,458	1,220,748	531,581	1,752,329
1983	809,652	404,065	1,213,717	514,224	1,727,941
1984	801,575	402,956	1,204,531	508,522	1,713,053
1985	796,826	401,813	1,198,639	505,703	1,704,342
1986	796,488	401,478	1,197,966	502,974	1,700,940
1987	798,273	401,389	1,200,112	494,843	1,694,955
1988	802,017	403,298	1,205,315	482,814	1,688,129
1989	804,673	404,614	1,209,287	474,322	1,683,609
1990	809,755	406,941	1,216,696	467,093	1,683,789
1991	812,957	408,515	1,221,472	466,797	1,688,269
1992	816,053	410,256	1,226,309	468,548	1,694,857
1993	818,617	411,440	1,230,057	471,181	1,701,238
1994	820,623	412,365	1,232,988	473,783	1,706,771
1995	822,062	412,978	1,235,040	476,101	1,711,141
1996	822,693	413,207	1,235,900	477,244	1,713,144
1997	822,466	412,978	1,235,218	478,476	1,713,694
1998	820,466	412,189	1,232,655	479,970	1,712,625
1999	817,028	410,714	1,227,742	482,292	1,710,034
2000	812,232	408,620	1,220,852	484,937	1,705,789
2001	806,379	405,960	1,212,339	487,361	1,699,700

GRAPHIQUE 3.4

PROJECTIONS SUR LES EFFECTIFS SCOLAIRES
EN FONCTION DU NOMBRE D'ENFANTS DE 6 ANS



La méthode de pondération des cohortes par un coefficient de survie a aussi inspiré les projections sur les effectifs par niveau. Ce sont là des données très importantes pour la direction du système scolaire, mais elles ne concernent pas directement l'analyse générale des conditions futures. Ces projections sur les effectifs par niveau sont présentées dans l'Appendice statistique n° 8.

Pour que ces projections sur les effectifs soient utiles, il reste à déterminer où se produiront les changements. Dans cette vaste province, l'évolution des effectifs scolaires au niveau provincial ne sera pas la même dans tous les conseils scolaires. Les projections sur les effectifs au niveau des conseils scolaires jusqu'en 2001 sont présentées dans l'Appendice statistique n° 8. Elles ont été préparées selon la même méthode de pondération des cohortes par un coefficient de survie. Elles indiquent, pour chaque conseil, l'évolution à long terme jusqu'en 2001, en fonction des naissances vivantes, passées et actuelles, et des niveaux. Il se peut que l'évolution à court terme diffère un peu des projections à long terme, mais elle devrait généralement la suivre. Les projections sur les effectifs au niveau local nécessitent naturellement une bonne connaissance des conditions socio-économiques locales et ne valent généralement que pour un à trois ans. En dernière analyse, ces projections doivent être faites par les administrateurs ou les planificateurs locaux. Cependant, les conseils scolaires qui n'ont pas déjà des projections qu'ils considèrent meilleures que celles-ci pourraient faire une première estimation de leurs effectifs en apportant aux projections de la Commission les redressements appropriés à la lumière des conditions et des tendances locales. Pour les petits conseils scolaires de la région Nord, les projections ont été faites "à la main" (et non par ordinateur). Elles ne sont pas fournies jusqu'à la fin du siècle, car en raison de la diversité des conditions, les probabilités d'erreur seraient tellement élevées que les projections à long terme seraient téméraires.

Ces projections pour chaque conseil doivent être revues chaque année par les conseils scolaires et par le ministère de l'Education. Cela s'est toujours fait dans le passé, en vertu d'un contrat, par le service de la planification de l'Institut d'études pédagogiques de l'Ontario. Des projections distinctes devraient maintenant être préparées pour les écoles de langue française et les

écoles de langue anglaise, et naturellement pour la région Nord, de façon à poursuivre les séries de projections entreprises par cette Commission.

Les projections sur les inscriptions par conseil scolaire sont présentées séparément pour les écoles publiques, les écoles séparées et les écoles secondaires dans les Tableaux 3.6, 3.7 et 3.8, pour les années 1971, 1977, 1991, 1997 et 2001 (tel qu'indiqué précédemment, les projections sur les effectifs scolaires par niveau pour chaque année se trouvent dans l'Appendice statistique n° 8). Les écarts importants souvent notés entre les conseils scolaires au chapitre de la diminution ou de l'augmentation des effectifs s'accroissent chaque année. Mais une constante semble s'en dégager: pertes importantes dans les régions nord et est, effectifs stables dans un grand nombre des régions du centre, et croissance importante (du moins dans l'immédiat) dans les banlieues autour des centres métropolitains. Soulignons aussi que généralement, la baisse des effectifs scolaires affecte moins (ou moins lourdement) les écoles séparées, bien qu'il faille ici apporter immédiatement une précision importante: cette différence ne semble pas attribuable à la natalité, mais plutôt au déplacement durable d'un nombre important d'élèves des écoles publiques vers les écoles séparées, dont l'objectif à long terme est de fournir une éducation catholique à chaque enfant catholique de l'Ontario.

La tendance la plus inquiétante est la chute des effectifs des écoles publiques et des écoles secondaires dans toutes les grandes villes. Les systèmes scolaires d'un grand nombre de centres urbains connaîtront des réductions considérables d'ici la fin du siècle, à moins d'un changement notable des plans d'aménagement urbain ou des habitudes de logement des consommateurs. Cependant, dans les villes intérieures, il ne semble pas y avoir d'évasion des familles ou des adultes célibataires. Au contraire, dans la plupart des cas, les générations antérieures d'enfants sont parvenues à l'âge adulte, et les logements qui se construisent ne sont pas favorables aux jeunes familles.

Les Graphiques 3.5 à 3.34 illustrent les pertes et les gains en pourcentage (les pertes sont indiquées en rouge, les gains en bleu) à partir de 1971, puis à partir de 1977, pour chaque conseil scolaire. Ils montrent quels seront les effets de la chute des effectifs scolaires de 1976 à 2001. Malgré les différences

TABLEAU 3.6

EFFECTIFS DES ÉCOLES ÉLÉMENTAIRES PUBLIQUES, PAR COMTÉS ET DISTRICTS, 1971-2001. ÉVOLUTION ET PROJECTIONS

COMTÉ / DISTRICT	CHIFFRES RÉELS		PROJECTIONS				ÉVOLUTION																	
	1971	1977	1986	1991	1996	2001	1971-86		1971-91		1971-96		1971-2001		1977-86		1977-91		1977-96		1977-2001		1986-2001	
	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%
ALGOMA	15,668	13,199	11,355	11,898	12,024	11,749	- 4,313	-27.53	- 3,770	-24.06	- 3,644	-25.26	- 3,919	- 25.01	- 1,844	-13.97	- 1,301	- 9.86	- 1,175	- 8.90	- 1,450	-10.99	+ 394	+ 3.47
BRANT	13,206	12,091	11,551	11,698	11,795	11,501	- 1,675	-12.68	- 1,508	-11.42	- 1,411	-10.69	- 1,696	- 12.84	- 560	- 4.63	- 393	- 3.25	- 296	- 2.45	- 581	- 4.81	- 21	- 0.18
BRUCE	7,581	7,993	9,031	9,434	9,538	9,338	+ 1,450	+19.13	+ 1,853	+24.44	+ 1,957	+25.82	+ 1,757	+ 23.18	+ 1,038	+12.99	+ 1,441	+18.03	+ 1,545	+19.33	+ 1,345	+16.83	+ 307	+ 3.40
CARLETON[1]	22,282	23,464	24,258	27,669	31,267	33,831	+ 1,976	+ 8.87	+ 5,387	+24.18	+ 8,985	+40.32	+ 11,549	+ 51.83	+ 794	+ 3.38	+ 4,205	+17.92	+ 7,803	+33.26	+10,367	+44.18	+ 9,573	+39.46
COCHRANE	6,908	6,760	6,193	5,944	5,888	6,755	- 715	-10.35	- 964	-13.96	- 1,020	-14.77	- 1,153	- 16.69	- 567	- 8.39	- 816	-12.07	- 872	-12.90	- 1,005	-14.87	- 438	- 7.07
DUFFERIN	4,045	4,745	5,750	6,577	7,567	8,299	+ 1,707	+42.22	+ 2,534	+62.68	+ 3,524	+87.16	+ 4,256	+105.27	+ 1,005	+21.18	+ 1,832	+38.61	+ 2,822	+59.47	+ 3,554	+74.90	+ 2,549	+44.33
DURHAM	52,657	50,905	52,079	53,544	54,817	54,964	- 578	- 1.77	+ 887	+ 2.72	+ 2,160	+ 6.61	+ 2,307	+ 7.06	+ 1,174	+ 3.80	+ 2,639	+ 8.54	+ 3,912	+12.66	+ 4,059	+13.13	+ 2,885	+ 8.99
ELGIN	9,845	9,484	8,832	8,979	9,068	8,866	- 1,013	-10.29	- 866	- 8.80	- 777	- 7.89	- 979	- 9.94	- 652	- 6.88	- 505	- 5.33	- 416	- 4.39	- 618	- 6.52	+ 34	+ 0.39
ESSEX[2]	11,168	10,529	9,659	9,145	8,384	7,427	- 1,509	-13.51	- 2,023	-18.11	- 2,784	-24.93	- 3,741	- 33.50	- 870	- 8.26	- 1,384	-13.15	- 2,145	-20.37	- 3,102	-29.46	- 2,232	-23.11
FRONTENAC	13,625	10,928	8,581	8,418	8,118	7,564	- 5,044	-37.02	- 5,207	-38.22	- 5,507	-40.42	- 6,061	- 44.48	- 2,347	-21.48	- 2,510	-22.57	- 2,810	-25.71	- 3,364	-30.78	- 1,017	-11.85
GREY	10,960	10,053	9,550	10,080	10,494	10,559	- 1,410	-12.87	- 880	- 8.03	- 466	- 4.25	- 401	- 3.66	- 503	- 5.00	+ 27	+ 0.27	+ 441	+ 4.39	+ 506	+ 5.03	+ 1,009	+10.57
HALDIMAND	5,465	4,631	4,091	4,181	4,198	4,081	- 1,374	-25.14	- 1,284	-23.50	- 1,267	-23.18	- 1,384	- 25.33	- 540	-11.66	- 450	- 9.72	- 433	- 9.35	- 550	-11.88	- 10	- 0.24
HALIBURTON	1,741	1,592	1,652	1,739	1,840	1,887	- 89	- 5.11	- 2	- 0.12	+ 99	+ 5.69	+ 146	+ 8.39	+ 60	+ 3.77	+ 147	+ 9.23	+ 248	+15.58	+ 295	+18.53	+ 235	+14.23
HALTON	32,686	30,207	29,018	30,497	31,898	32,226	- 3,668	-11.22	- 2,189	- 6.70	- 788	- 2.41	- 460	- 1.41	- 1,189	- 3.94	+ 290	+ 0.96	+ 1,691	+ 5.60	+ 2,019	+ 6.68	+ 3,208	+11.06
HASTINGS	15,183	12,728	11,770	11,867	12,004	11,747	- 3,413	-22.48	- 3,316	-21.84	- 3,179	-20.94	- 3,436	- 22.63	- 958	- 7.53	- 861	- 6.77	- 724	- 5.69	- 981	- 7.71	- 23	- 0.20
HURON	8,491	7,395	7,395	7,509	7,625	7,498	- 1,096	-12.91	- 982	-11.57	- 866	-10.20	- 993	- 11.70	---	---	+ 114	+ 1.54	+ 230	+ 3.11	+ 103	+ 1.39	+ 103	+ 1.39
KENORA	8,050	6,837	6,146	6,183	6,166	5,939	- 1,904	-23.65	- 1,867	-23.19	- 1,884	-23.40	- 2,111	- 26.22	- 691	-10.11	- 654	- 9.57	- 671	- 9.81	- 898	-13.13	- 207	- 3.37
KENT	13,807	11,782	10,967	10,966	10,868	10,413	- 2,840	-20.57	- 2,841	-20.58	- 2,939	-21.29	- 3,394	- 24.58	- 815	- 6.92	- 816	- 6.93	- 914	- 7.76	- 1,369	-11.62	- 554	- 5.05
LAMBTON	16,761	14,161	13,638	13,923	14,039	13,700	- 3,123	-18.63	- 2,838	-16.93	- 2,722	-16.24	- 3,061	- 18.26	- 523	- 3.69	- 238	- 1.68	- 122	- 0.86	- 461	- 3.26	+ 62	+ 0.46
LANARK	5,858	5,250	4,821	4,812	4,738	4,510	- 1,037	-17.70	- 1,046	-17.86	- 1,120	-19.12	- 1,348	- 23.01	- 429	- 8.17	- 438	- 8.34	- 512	- 9.75	- 740	-14.10	- 311	- 6.45
LEEDS/GRENVILLE	11,830	10,240	9,465	9,459	9,277	8,817	- 2,365	-19.99	- 2,391	-20.21	- 2,553	-21.58	- 3,013	- 25.47	- 775	- 7.57	- 801	- 7.82	- 963	- 9.40	- 1,423	-13.90	- 648	- 6.85
LENNOX/ADDINGTON	5,503	5,254	5,057	5,212	5,265	5,146	- 446	- 8.11	- 291	- 5.29	- 238	- 4.33	- 357	- 6.49	- 197	- 3.75	- 42	- 0.80	+ 11	+ 0.21	- 108	- 2.06	+ 89	+ 1.76
LINCOLN	22,648	20,454	17,086	16,952	16,535	15,581	- 5,562	-24.56	- 5,696	-25.15	- 6,113	-26.99	- 7,067	- 31.20	- 3,348	-16.38	- 3,482	-17.04	- 3,899	-19.08	- 4,853	-23.75	- 1,505	- 8.81
MANITOULIN	1,424	1,203	1,101	1,122	1,126	1,104	- 323	-22.68	- 302	-21.21	- 298	-20.93	- 320	- 22.47	- 102	- 8.48	- 81	- 6.73	- 77	- 6.40	- 99	- 8.23	+ 3	+ 0.27
MIDDLESEX[3]	9,464	8,193	8,196	8,461	8,563	8,577	- 1,268	-13.40	- 1,003	-10.60	- 901	- 9.52	- 1,087	- 11.49	+ 3	+ 0.04	+ 268	+ 3.27	+ 370	+ 4.52	+ 184	+ 2.25	+ 181	+ 2.21
MUSKOKA	5,641	5,140	5,138	5,526	5,939	6,155	- 503	- 8.92	- 115	- 2.04	+ 298	+ 5.28	+ 514	+ 9.11	- 2	- 0.04	+ 386	+ 7.51	+ 799	+15.55	+ 1,015	+19.75	+ 1,017	+19.79
NIPISSING	7,385	6,367	5,598	5,491	5,555	5,433	- 1,987	-26.91	- 1,894	-25.65	- 1,830	-24.78	- 1,952	- 26.43	- 969	-15.22	- 876	-13.76	- 812	-12.75	- 934	-14.67	+ 35	+ 0.65
NORFOLK	7,986	6,471	5,707	5,810	5,837	5,676	- 2,279	-28.54	- 2,176	-27.25	- 2,149	-26.91	- 2,310	- 28.93	- 764	-11.81	- 661	-10.22	- 634	- 9.80	- 795	-12.29	- 31	- 0.54
NORTHUMBERLAND/NEWCASTLE	15,187	13,383	13,302	14,172	14,947	14,911	- 1,885	-12.41	- 1,015	- 6.68	- 240	- 1.58	- 276	- 1.82	- 81	- 0.61	+ 789	+ 5.90	+ 1,564	+11.69	+ 1,528	+11.42	+ 1,609	+12.10
OXFORD	12,842	10,862	10,512	10,643	10,870	10,754	- 2,330	-18.14	- 2,199	-17.12	- 1,972	-15.36	- 2,088	- 16.26	- 350	- 3.22	- 219	- 2.02	+ 8	+ 0.07	- 108	- 0.99	+ 242	+ 2.30
PARRY SOUND	5,904	5,248	4,617	4,773	4,823	4,725	- 1,287	-21.80	- 1,131	-19.16	- 1,081	-18.31	- 1,179	- 19.97	- 631	-12.02	- 475	- 9.05	- 425	- 8.10	- 523	- 9.97	+ 108	+ 2.34
PEEL	45,911	52,527	61,439	62,023	67,767	71,720	+ 15,528	+33.82	+ 16,112	+35.09	+ 21,856	+47.61	+ 25,809	+ 56.22	+ 8,912	+16.97	+ 9,496	+18.08	+15,240	+29.01	+19,193	+36.54	+10,281	+16.73
PERTH	9,776	8,279	7,610	7,826	7,986	7,824	- 2,166	-22.16	- 1,950	-19.95	- 1,790	-18.31	- 1,952	- 19.97	- 669	- 8.08	- 453	- 5.47	- 293	- 3.54	- 455	- 5.50	+ 214	+ 2.81
PETERBOROUGH	13,145	11,839	11,310	11,665	11,800	11,549	- 1,835	-13.96	- 1,480	-11.26	- 1,345	-10.23	- 1,596	- 12.14	- 529	- 4.47	- 174	- 1.47	- 39	- 0.33	- 290	- 2.45	+ 239	+ 2.11
PRESCOTT/RUSSELL	1,000	1,273	1,448	1,507	1,526	1,498	+ 448	+44.80	+ 507	+50.70	+ 526	+52.60	+ 498	+ 49.80	+ 175	+13.75	+ 234	+18.38	+ 253	+19.87	+ 225	+17.68	+ 50	+ 3.45
PRINCE EDWARD	3,795	2,994	2,489	2,529	2,558	2,501	- 1,306	-34.41	- 1,266	-33.36	- 1,237	-32.60	- 1,294	- 34.10	- 505	-16.87	- 465	-15.53	- 436	-14.56	- 493	-16.47	+ 12	+ 0.48
RAINY RIVER	3,961	3,409	2,820	2,689	2,567	2,469	- 1,141	-28.81	- 1,272	-32.11	- 1,394	-35.19	- 1,492	- 37.67	- 589	-17.28	- 720	-21.12	- 842	-24.70	- 940	-27.57	- 351	-12.45
RENFREW	9,555	8,015	6,841	6,986	7,054	6,889	- 2,712	-28.39	- 2,567	-26.87	- 2,499	-26.16	- 2,664	- 27.89	- 1,172	-14.63	- 1,027	-12.82	- 959	-11.97	- 1,124	-14.03	+ 48	+ 0.70
SIMCOE	27,146	27,564	30,916	32,454	34,898	35,232	+ 3,770	+13.89	+ 5,308	+19.55	+ 7,752	+28.56	+ 8,086	+ 29.79	+ 3,352	+12.16	+ 4,890	+17.74	+ 7,334	+26.61	+ 7,668	+27.82	+ 4,316	+13.96
STORMONT/DUNDAS/GLENGARRY	8,645	7,072	6,287	6,456	6,526	6,588	- 2,358	-27.28	- 2,189	-25.32	- 2,119	-24.51	- 2,257	- 26.11	- 785	-11.10	- 616	- 8.71	- 546	- 7.72	- 684	- 9.67	+ 101	+ 1.61
SUDBURY	18,270	14,059	9,580	9,157	8,876	8,512	- 8,690	-47.56	- 9,113	-49.88	- 9,394	-51.42	- 9,758	- 53.41	- 4,479	-31.86	- 4,902	-34.87	- 5,183	-36.87	- 5,547	-39.46	- 1,068	-11.15
THUNDER BAY	18,500	15,906	13,142	12,938	12,535	11,729	- 5,358	-28.96	- 5,562	-30.07	- 5,965	-32.24	- 6,771	- 36.60	- 2,764	-17.38	- 2,968	-18.66	- 3,371	-21.19	- 4,177	-26.26	- 1,413	-10.75
TIMISKAMING	5,407	4,098	2,941	2,629	2,455	2,377	- 2,466	-45.61	- 2,778	-51.38	- 2,952	-54.60	- 3,030	- 56.04	- 1,157	-28.23	- 1,469	-35.85	- 1,643	-40.09	- 1,721	-42.00	- 564	-19.18
VICTORIA	6,133	6,100	6,541	6,902	6,385	6,633	+ 408	+ 6.65	+ 769	+12.54	+ 852	+13.89	+ 700	+ 11.41	+ 441	+ 7.23	+ 802	+13.15	+ 885	+14.51	+ 733	+12.02	+ 292	+ 4.46
WATERLOO	31,343	31,942	32,636	33,283	33,659	32,941	+ 687	+ 2.15	+ 1,334	+ 4.18	+ 1,710	+ 5.35	+ 992	+ 3.11	+ 694	+ 2.17	+ 1,341	+ 4.20	+ 1,717	+ 5.38	+ 999	+ 3.13	+ 305	+ 0.94
WELLAND	24,540	19,882	16,599	16,268	15,853	14,956	- 7,941	-32.63	- 8,072	-33.16	- 8,487	-34.87	- 9,404	- 38.64	- 3,483	-17.52	- 3,614	-18.18	- 4,029	-20.27	- 4,946	-24.88	- 1,463	- 8.92
WELLINGTON	15,967	14,886	15,615	16,471	16,830	16,472	+ 48	+ 0.31	+ 904	+ 5.81	+ 1,263	+ 8.11	+ 905	+ 5.81	+ 729	+ 4.90	+ 1,585	+10.65	+ 1,944	+13.06	+ 1,586	+10.65	+ 857	+ 5.49
WENTWORTH[4]	15,413	12,259	10,587	10,447	10,202	9,708	- 4,826	-31.31	- 4,966	-32.22	- 5,211	33.81	- 5,705	- 37.01	- 1,672	-13.64	- 1,812	-14.78	- 2,057	-16.78	- 2,551	-20.81	- 879	- 8.30
YORK[5]	30,036	27,298	28,207	29,598	31,772	32,833	- 1,829	- 6.09	+ 438	+ 1.46	+ 1,736	+ 5.78	+ 2,797	+ 9.31	+ 909	+ 3.33	+ 2,300	+ 8.43	+ 4,474	+16.39	+ 5,535	+20.28	+ 4,626	+16.40
HAMILTON	34,178	28,189	22,844	22,064	20,919	19,436	- 11,334	-33.16	- 12,114	-35.44	- 13,259	-38.79	- 14,742	- 43.13	- 5,345	-18.96	- 6,125	-21.73	- 7,270	-25.79	- 8,753	-31.05	- 3,408	-14.92
LONDON	30,954	26,856	23,178	22,666	22,708	22,181	- 7,776	-25.12	- 8,288	-26.78	- 8,246	-26.64	- 8,773	- 28.34	- 3,678	-13.70	- 4,190	-15.60	- 4,148	-15.45	- 4,675	-17.41	- 997	- 4.30
RÉGION MÉTR. DE TORONTO	266,156	215,963	151,529	144,021	141,514	134,818	-114,627	-43.07	-122,135	-45.89	-124,642	-46.83	-131,338	- 49.35	-64,434	-29.84	-71,942	-33.31	-74,449	-34.47	-81,145	-37.57	-16,711	-11.03
OTTAWA	25,119	19,835	14,755	13,405	12,626	12,192	- 10,364	-41.34	- 11,714	-46.63	- 12,493	-49.74	- 12,927	- 51.46	- 5,100	-25.71	- 6,430	-32.42	- 7,209	-36.35	- 7,643	-38.53	- 2,543	-17.26
WINDSOR	18,518	15,011	11,882	11,553	11,165	10,432	- 6,436	-35.14	- 6,765	-36.93	- 7,153	-39.05	- 7,886	- 43.05	- 3,129	-20.85	- 3,458	-23.04	- 3,846	-25.62	- 4,579	-30.50	- 1,450	-12.20
TOTAL POUR L'ONTARIO	1,034,703	902,783	802,872	808,201	821,854	810,012	-231,831	-22.41	-226,502	-21.89	-212,849	-20.57	-224,691	- 21.72	-99,911	-11.07	-94,582	-10.48	-80,929	- 8.96	-92,771	-10.28	+ 7,140	+ 0.89

[1] SANS OTTAWA

[2] SANS WINDSOR

[3] SANS LONDON

491

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TABLEAU 3.7

EFFECTIFS DES ÉCOLES SÉPARÉES CATHOLIQUES, PAR COMTÉS ET DISTRICTS, 1971-2001, ÉVOLUTION ET PROJECTIONS

COMTÉ / DISTRICT	CHIFFRES RÉELS		PROJECTIONS				ÉVOLUTION																	
	1971	1977	1986	1991	1996	2001	1971-86		1971-91		1971-96		1971-2001		1977-86		1977-91		1977-96		1977-2001		1986-2001	
	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%
ALGOMA	11,618	10,278	9,205	9,551	9,671	9,478	- 2,413	- 20.77	- 2,067	- 17.79	- 1,947	- 16.76	- 2,140	- 18.42	- 1,073	-10.44	- 727	- 7.07	- 607	- 5.91	- 800	- 7.78	+ 273	+ 2.97
BRANT	3,801	3,545	3,633	3,689	3,736	3,661	- 168	- 4.42	- 112	- 2.95	- 65	- 1.71	- 140	- 3.68	+ 88	+ 2.48	+ 144	+ 4.06	+ 191	+ 5.19	+ 116	+ 3.27	+ 28	+ 0.77
BRUCE	1,975	2,266	3,134	3,197	3,249	3,210	+ 1,159	+ 58.68	+ 1,222	+ 61.87	+ 1,274	+ 64.51	+ 1,235	+ 62.53	+ 868	+38.31	+ 931	+41.09	+ 983	+ 43 38	+ 944	+ 41.66	+ 76	+ 2.43
CARLETON[1]	11,565	16,105	18,953	20,708	22,568	24,337	+ 7,388	+ 63.88	+ 9,143	+ 79.06	+11,003	+ 95.14	+12,772	+110.44	+ 2,848	+17.68	+ 4,603	+28.58	+ 6,463	+ 40 13	+ 8,232	+ 51.12	+ 5,584	+28.41
COCHRANE	14,136	11,720	9,558	9,189	9,111	8,890	- 4,578	- 32.39	- 4,947	- 35.00	- 5,025	- 35.55	- 5,246	- 37.11	- 2,162	-18.45	- 2,531	-21.60	- 2,609	- 22.26	- 2,830	- 24.15	- 668	- 6.99
DUFFERIN	242	451	747	875	1,003	1,097	+ 505	+208.68	+ 633	+261.57	+ 761	+314.46	+ 855	+353.31	+ 296	+65.63	+ 424	+94.01	+ 552	+122.40	+ 646	+143.24	+ 350	+46.85
DURHAM	9,068	8,799	9,715	10,165	10,540	10,591	+ 647	+ 7.14	+ 1,097	+ 12.10	+ 1,472	+ 16.23	+ 1,523	+ 16.80	+ 916	+11.04	+ 1,416	+16.19	+ 1,791	+ 20.47	+ 1,842	+ 21.05	+ 876	+ 9.02
ELGIN	1,829	1,668	1,578	1,604	1,613	1,577	- 251	- 13.72	- 225	- 12.30	- 216	- 11.81	- 252	- 13.78	- 90	- 5.40	- 64	- 3.84	- 55	- 3.30	- 91	- 5.46	- 1	- 0.06
ESSEX[2]	10,280	10,288	9,105	8,817	8,294	7,386	- 1,175	- 11.43	- 1,463	- 14.23	- 1,986	- 19.32	- 2,894	- 28.15	- 1,183	-11.50	- 1,471	-14.30	- 1,994	- 19.38	- 2,902	- 28.21	- 1,719	-18.88
FRONTENAC-LENNOX / ADDINGTON	4,058	4,539	4,773	4,740	4,634	4,401	+ 715	+ 17.62	+ 682	+ 16.81	+ 576	+ 14.19	+ 343	+ 8.45	+ 234	+ 5.16	+ 201	+ 4.43	+ 95	+ 2.09	- 138	- 3.04	- 372	- 7.79
GREY	943	1,028	1,270	1,342	1,388	1,403	+ 327	+ 34.68	+ 399	+ 42.31	+ 445	+ 47.19	+ 460	+ 48.78	+ 242	+23.54	+ 314	+30.55	+ 360	+ 35 02	+ 375	+ 36.48	+ 133	+10.47
HALDIMAND-NORFOLK	2,816	2,637	2,525	2,581	2,594	2,524	- 291	- 10.33	- 235	- 8.35	- 222	- 7.88	- 292	- 10.37	- 112	- 4,25	- 56	- 2.12	- 43	- 1.63	- 113	- 4.29	- 1	- 0.04
HALTON	7,806	8,751	9,923	10,412	10,928	11,095	+ 2,117	+ 27.12	+ 2,606	+ 33.39	+ 3,122	+ 40.00	+ 3,289	+ 42.13	+ 1,192	+13.65	+ 1,681	+19.25	+ 2,197	+ 25.16	+ 2,364	+ 27.08	+ 1,172	+11.81
HASTINGS	5,822	5,602	5,354	5,381	5,413	5,348	- 468	- 12.25	- 441	- 11.54	- 409	- 10.70	- 474	- 12.40	- 248	- 6.89	- 221	- 6.14	- 189	- 5.25	- 254	- 7.05	- 6	- 0.18
HURON	1,572	1,373	1,192	1,215	1,240	1,219	- 380	- 24.17	- 357	- 22.71	- 332	- 21.12	- 353	- 22.46	- 181	-13.18	- 158	-11.51	- 133	- 9.69	- 154	- 11.22	+ 27	+ 2.27
KENORA	1,857	1,712	1,552	1,561	1,552	1,489	- 305	- 16.42	- 296	- 15.94	- 305	- 16.42	- 368	- 19.82	- 160	- 9.35	- 151	- 8.82	- 160	- 9.35	- 223	- 13.03	- 63	- 4.06
KENT	5,930	5,703	5,143	5,137	5,092	4,881	- 787	- 13.27	- 793	- 13.37	- 838	- 14.13	- 1,049	- 17.69	- 560	- 9.82	- 566	- 9.93	- 611	- 10.71	- 822	- 14.41	- 262	- 5.09
LAMBTON	5,367	5,691	6,164	6,301	6,329	6,171	+ 797	+ 14.85	+ 934	+ 17.40	+ 962	+ 17.92	+ 804	+ 14.98	+ 473	+ 8.31	+ 610	+10.72	+ 638	+ 11.21	+ 480	+ 8.43	+ 7	+ 0.11
LANARK	1,545	1,227	1,052	1,053	1,035	982	- 493	- 31.91	- 492	- 31.85	- 510	- 33.01	- 563	- 36.44	- 175	-14.26	- 174	-14.18	- 192	- 15.65	- 245	- 19.97	- 70	- 6.65
LEEDS/GRENVILLE	1,944	1,659	1,414	1,414	1,386	1,319	- 530	- 27.26	- 530	- 27.26	- 558	- 28.70	- 625	- 32.15	- 245	-14.77	- 245	-14.77	- 273	- 16.46	- 340	- 20.49	- 95	- 6.72
LINCOLN	8,441	8,422	7,726	7,647	7,462	7,042	- 715	- 8.47	- 794	- 9.41	- 979	- 11.60	- 1,399	- 16.57	- 696	- 8.26	- 775	- 9.20	- 960	- 11.40	- 1,380	- 16.39	- 684	- 8.85
MANITOULIN	140	110	109	109	112	107	- 31	- 22.14	- 31	- 22.14	- 28	- 20.00	- 33	- 23.57	- 1	- 0.91	- 1	- 0.91	+ 2	+ 1.82	- 3	- 2.73	- 2	- 1.84
MIDDLESEX[3]	10,941	10,947	10,169	10,293	10,392	10,157	- 772	- 7.06	- 648	- 5.92	- 549	- 5.02	- 784	- 7.17	- 778	- 7.11	- 654	- 5.97	- 555	- 5.07	- 790	- 7.22	- 12	- 0.12
NIPISSING	10,853	8,942	7,735	7,845	7,910	7,734	- 3,118	- 28.73	- 3,008	- 27.72	- 2,943	- 27.12	- 3,119	- 28.74	- 1,207	-13.50	- 1,097	-12.27	- 1,032	- 11.54	- 1,208	- 13.51	- 1	- 0.01
NORTHUMBERLAND/NEWCASTLE	1,651	1,771	1,911	1,923	2,025	2,028	+ 260	+ 9.69	+ 272	+ 16.48	+ 374	+ 22.65	+ 377	+ 22.84	+ 40	+ 2.26	+ 152	+ 8.58	+ 254	+ 14.34	+ 257	+ 14.51	+ 217	+11.98
OXFORD	2,129	2,121	1,959	1,975	2,017	1,988	- 170	- 7.99	- 154	- 7.23	- 112	- 5.26	- 141	- 6.62	- 162	- 7.64	- 146	- 6.88	- 104	- 4.90	- 133	- 6.27	+ 29	+ 1.48
PEEL	11,058	24,255	38,090	42,837	47,063	49,848	+27,032	+244.46	+31,779	+287.39	+36,005	+325.60	+38,790	+350.79	+13,855	+57.17	+18,602	+76.76	+22,828	+ 94.19	+25,613	+105.69	+11,758	+30.87
PERTH	1,926	1,461	1,406	1,446	1,473	1,446	- 520	- 27.00	- 480	- 24.92	- 453	- 23.52	- 480	- 24.92	- 55	- 3.77	- 15	- 1.03	+ 12	+ 0.82	- 15	- 1.03	+ 40	+ 2.85
PETERBOROUGH	4,540	5,482	2,676	2,749	2,788	2,734	- 1,664	- 38.34	- 1,591	- 36.66	- 1,552	- 35.76	- 1,606	- 37.01	- 806	-23.15	- 733	-21.05	- 694	- 19.93	- 748	- 21.48	+ 58	+ 2.17
PRESCOTT & RUSSELL	8,559	7,046	7,205	7,315	7,387	7,223	- 1,354	- 15.82	- 1,244	- 14.53	- 1,172	- 13.69	- 1,336	- 15.61	+ 159	+ 2.26	+ 269	+ 3.82	+ 341	+ 4.84	+ 177	+ 2.51	+ 18	+ 0.25
PRINCE EDWARD	121	147	173	174	174	172	+ 52	+ 42.98	+ 53	+ 43.80	+ 53	+ 43.80	+ 51	+ 42.15	+ 26	+17.69	+ 27	+18.37	+ 27	+ 18.37	+ 25	+ 17.01	- 1	- 0.58
RAINY RIVER	1,202	1,026	822	786	753	720	- 380	- 31.61	- 416	- 34.61	- 449	- 37.35	- 482	- 40.10	- 204	-19.88	- 240	-23.39	- 273	- 26.61	- 306	- 29.83	- 102	-12.41
RENFREW	7,292	5,759	4,596	4,684	4,730	4,622	- 2 696	- 36.97	- 2,608	- 35.77	- 2,562	- 35.13	- 2,670	- 36.62	- 1,163	-20.19	- 1,075	-18.67	- 1,029	- 17.87	- 1,137	- 19.74	+ 26	+ 0.57
SIMCOE	5,864	5,778	6,322	6,899	7,470	7,563	+ 458	+ 7.81	+ 1,035	+ 17.65	+ 1,606	+ 27.39	+ 1,699	+ 28.97	+ 544	+ 9.42	+ 1,121	+19.40	+ 1,692	+ 29.28	+ 1,785	+ 30.89	+ 1,241	+19.65
STORMONT/DUNDAS/GLENGARRY	11,025	8,851	8,051	8,263	8,337	8,134	- 2,974	- 26.98	- 2,762	- 25.05	- 2,588	- 24.38	- 2,891	- 26.22	- 800	- 9.04	- 588	- 6.64	- 514	- 5.81	- 717	- 8.10	+ 83	+ 1.03
SUDBURY	27,130	25,155	20,616	19,791	19,167	18,344	- 6,514	- 24.01	- 7,339	- 27.05	- 7,963	- 29.35	- 8,788	- 32.38	- 4,539	-18.04	- 5,364	-21.32	- 5,988	- 23.80	- 6,811	- 27.08	- 2,272	-11.02
THUNDER BAY	9,035	9,165	8,446	8,296	8,049	7,552	- 589	- 6.52	- 739	- 8.18	- 986	- 10.91	- 1,483	- 16.41	- 719	- 7.85	- 869	- 9.48	- 1,116	- 12.18	- 1,613	- 17.60	- 894	-10.59
TIMISKAMING	4,342	3,413	2,555	2,291	2,146	2,077	- 1,787	- 41.16	- 2,051	- 47.24	- 2,196	- 50.58	- 2,265	- 52.17	- 858	-25.14	- 1,122	-32.87	- 1,267	- 37.12	- 1,336	- 39.14	- 478	-18.71
VICTORIA	532	594	717	764	773	758	+ 185	+ 34.77	+ 232	+ 43.61	+ 241	+ 45.30	+ 226	+ 42.48	+ 123	+20.71	+ 170	+28.62	+ 179	+ 30.14	+ 164	+ 27.61	+ 41	+ 5.72
WATERLOO	16,640	16,549	15,247	15,538	15,754	15,484	- 1,393	- 8.37	- 1,102	- 6.62	- 886	- 5.33	- 1,156	- 6.95	- 1,302	- 7.87	- 1,011	- 6.11	- 795	- 4.80	- 1,065	- 6.44	+ 237	+ 1.55
WELLAND	12,292	11,629	9,947	9,877	9,625	9,072	- 2,345	- 19.08	- 2,415	- 19.65	- 2,667	- 21.70	- 3,220	- 26.20	- 1,682	-14.46	- 1,752	-15.07	- 2,004	- 17.23	- 2,557	- 21.99	- 875	- 8.80
WELLINGTON	5,183	4,941	4,566	4,823	4,960	4,880	- 617	- 11.90	- 360	- 6.95	- 223	- 4.30	- 303	- 5.85	- 375	- 7.59	- 118	- 2.39	+ 19	+ 0.39	- 61	- 1.24	+ 314	+ 6.88
WENTWORTH[4]	23,927	21,453	17,294	16,757	16,251	15,687	- 6,633	- 27.72	- 7,170	- 29.97	- 7,676	- 32.08	- 8,240	- 34.44	- 4,159	-19.39	- 4,696	-21.89	- 5,202	- 24.25	- 5,766	- 26.88	- 1,607	- 9.29
YORK[5]	4,928	8,551	13,245	13,836	15,056	15,655	+ 8,317	+168.77	+ 8,908	+180.76	+10,128	+205.52	+10,727	+217.68	+ 4,694	+54.89	+ 5,285	+61.81	+ 6,505	+ 76.07	+ 7,104	+ 83.08	+ 2,410	+18.20
RÉGION MÉTR. DE TORONTO	81,780	91,028	79,016	77,052	76,278	73,183	- 2,764	- 3.38	- 4,728	- 5.78	- 5,502	- 6.73	- 8,597	- 10.51	-12,012	-13.20	-13,976	-15.35	-14,750	- 16.20	-17,845	- 19.60	- 5,833	- 7.38
OTTAWA	28,633	19,347	13,065	11,844	11,155	10,754	-15,568	- 54.37	-16,789	- 58.64	-17,478	- 61.04	-17,879	- 62.44	- 6,282	-32.47	- 7,503	-38.78	- 8,192	- 42.34	- 8,593	- 44.42	- 2,311	-17.69
WINDSOR	19,989	16,823	13,111	12,624	12,227	11,470	- 6,878	- 34.41	- 7,365	- 36.85	- 7,762	- 38.83	- 8,519	- 42.62	- 3,712	-22.07	- 4,199	-24.96	- 4,596	- 27.32	- 5,353	- 31.82	- 1,641	-12.52
TOTAL POUR L'ONTARIO	422,137	421,718	400,665	405,370	410,910	405,493	-21,472	- 5.09	-16,767	- 3.97	-11,227	- 2.66	-16,644	- 3.94	-21,053	- 4.99	-16,348	- 3.88	-10,808	- 2.56	-16,225	- 3.85	+ 4,828	+ 1.21

1 SANS OTTAWA

2 SANS WINDSOR

3 COMPREND LONDON

4 COMPREND HAMILTON

5 SANS LA RÉGION MÉTROPOLITAINE DE TORONTO

TABLEAU 3.8

EFFECTIFS DES ÉCOLES SECONDAIRES, PAR COMTÉS ET DISTRICTS, 1971-2001: ÉVOLUTION ET PROJECTIONS

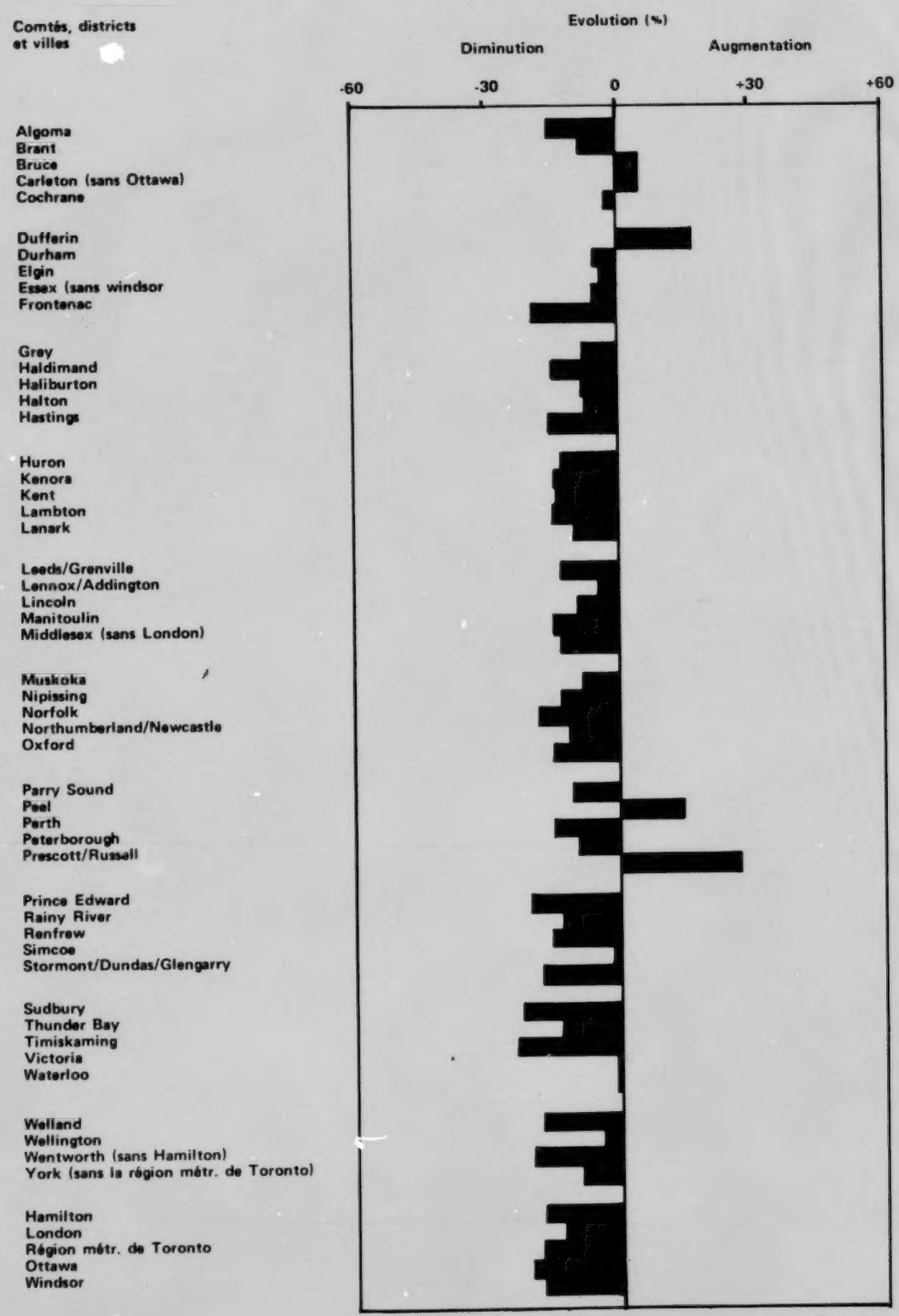
COMTÉ / DISTRICT	CHIFFRES RÉELS		PROJECTIONS				ÉVOLUTION																	
	1971	1977	1986	1991	1996	2001	1971-86		1971-91		1971-96		1971-2001		1977-86		1977-91		1977-96		1977-2001		1986-2001	
	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%
ALGOMA	9,690	10,108	8,183	7,330	7,796	7,951	- 1,507	- 15.55	- 2,360	- 24.35	- 1,894	- 19.54	- 1,739	- 17.94	- 1,925	- 19.04	- 2,778	- 27.48	- 2,312	- 22.87	- 2,157	- 21.33	+ 232	+ 2.84
BRANT	6,891	6,757	6,177	6,152	6,224	6,324	- 714	- 10.36	- 739	- 10.72	- 667	- 9.67	- 567	- 8.22	- 580	- 8.58	- 605	- 8.95	- 533	- 7.88	- 433	- 6.40	+ 147	+ 2.38
BRUCE	3,494	3,688	3,785	4,111	4,333	4,416	+ 291	+ 8.32	+ 617	+ 17.65	+ 839	+ 24.01	+ 922	+ 26.38	+ 97	+ 2.63	+ 423	+ 11.46	+ 645	+ 17.48	+ 728	+ 19.74	+ 631	+ 16.67
CARLETON (SANS OTTAWA)	10,368	16,093	18,425	18,443	20,875	23,368	+ 8,057	+ 77.71	+ 8,075	+ 77.88	+ 10,507	+101.34	+ 13,000	+125.38	+ 2,332	+ 14.49	+ 2,350	+ 14.60	+ 4,782	+ 29.71	+ 7,275	+ 45.20	+ 4,943	+ 26.83
COCHRANE	8,634	8,732	6,684	6,171	5,806	5,761	- 1,950	- 22.58	- 2,463	- 28.52	- 2,828	- 32.75	- 2,873	- 33.27	- 2,048	- 23.45	- 2,561	- 29.32	- 2,926	- 33.51	- 2,971	- 34.02	- 923	- 13.81
DUFFERIN	1,876	2,485	2,542	3,001	3,364	3,928	+ 666	+ 35.50	+ 1,125	+ 59.96	+ 1,488	+ 79.31	+ 2,052	+109.38	+ 57	+ 2.29	+ 516	+ 20.76	+ 879	+ 35.37	+ 1,443	+ 58.06	+ 1,386	+ 54.52
DURHAM	15,176	17,651	17,878	18,100	18,938	19,817	+ 2,702	+ 17.80	+ 2,924	+ 19.26	+ 3,762	+ 24.78	+ 4,641	+ 30.58	+ 227	+ 1.28	+ 449	+ 2.54	+ 1,287	+ 7.29	+ 2,166	+ 12.27	+ 1,939	+ 10.85
ELGIN	4,375	4,839	4,112	4,039	4,074	4,146	- 263	- 6.01	- 336	- 7.68	- 301	- 6.88	- 229	- 5.23	- 727	- 15.02	- 800	- 16.53	- 765	- 15.80	- 693	- 14.32	+ 54	+ 0.83
ESSEX (SANS WINDSOR)	8,198	8,790	7,852	7,499	7,178	6,817	- 346	- 4.22	- 699	- 8.52	- 1,020	- 12.44	- 1,381	- 16.84	- 938	- 10.67	- 1,291	- 14.68	- 1,612	- 18.33	- 1,973	- 22.44	- 1,035	- 13.18
FRONTENAC	7,825	8,089	5,253	4,647	4,568	4,450	- 2,572	- 32.86	- 3,178	- 40.61	- 3,257	- 41.62	- 3,375	- 43.13	- 2,836	- 35.05	- 3,442	- 42.55	- 3,521	- 43.52	- 3,639	- 44.98	- 803	- 15.29
GREY	5,466	5,524	4,364	4,397	4,617	4,845	- 1,102	- 20.16	- 1,069	- 19.55	- 849	- 15.53	- 621	- 11.36	- 1,160	- 20.99	- 1,127	- 20.40	- 907	- 16.41	- 679	- 12.29	+ 481	+ 11.02
HALDIMAND	3,037	3,008	2,254	2,192	2,222	2,248	- 783	- 25.78	- 845	- 27.82	- 815	- 26.83	- 789	- 25.97	- 754	- 25.06	- 816	- 27.12	- 786	- 26.13	- 760	- 25.26	- 6	- 0.27
HALIBURTON	597	658	516	567	591	630	- 81	- 13.56	- 30	- 5.02	- 6	- 1.00	+ 33	+ 5.52	- 142	- 21.58	- 91	- 13.82	- 67	- 10.18	- 28	- 4.25	+ 114	+ 22.09
HALTON	16,662	20,829	16,216	16,815	17,578	18,575	- 446	- 2.67	+ 153	+ 0.91	+ 916	+ 5.49	+ 1,913	+ 11.48	- 4,613	- 22.14	- 4,014	- 19.27	- 3,251	- 15.60	- 2,254	- 10.82	+ 2,359	+ 14.55
HASTINGS	8,817	9,133	6,719	6,660	6,644	6,776	- 2,098	- 23.79	- 2,157	- 24.46	- 2,173	- 24.64	- 2,041	- 23.14	- 2,414	- 26.43	- 2,473	- 27.07	- 2,489	- 27.25	- 2,357	- 25.80	+ 57	+ 0.85
HURON	4,661	4,651	3,581	3,550	3,555	3,641	- 1,280	- 27.46	- 1,111	- 23.83	- 1,106	- 23.72	- 1,020	- 21.88	- 1,270	- 27.30	- 1,101	- 23.67	- 1,096	- 23.56	- 1,010	- 21.71	+ 260	+ 7.69
KENORA	3,800	3,980	2,845	2,711	2,740	2,757	- 955	- 25.13	- 1,089	- 28.65	- 1,060	- 27.89	- 1,043	- 27.44	- 1,135	- 28.51	- 1,269	- 31.88	- 1,240	- 31.15	- 1,223	- 30.72	- 88	- 3.09
KENT	8,619	8,254	6,517	6,192	6,204	6,197	- 2,102	- 24.38	- 2,427	- 28.15	- 2,415	- 28.01	- 2,422	- 28.10	- 1,737	- 21.04	- 2,062	- 24.98	- 2,050	- 24.83	- 2,057	- 24.92	- 320	- 4.91
LAMBTON	9,102	8,771	7,518	7,505	7,616	7,740	- 1,584	- 17.40	- 1,597	- 17.54	- 1,486	- 16.32	- 1,362	- 14.96	- 1,253	- 14.28	- 1,266	- 14.43	- 1,155	- 13.16	- 1,031	- 11.75	+ 222	+ 2.95
LANARK	3,412	3,673	2,934	2,780	2,769	2,746	- 478	- 14.00	- 632	- 18.52	- 643	- 18.84	- 666	- 19.51	- 739	- 20.11	- 893	- 24.31	- 904	- 24.61	- 927	- 25.25	- 188	- 6.41
LEEDS/GRENVILLE	5,962	6,293	4,937	4,762	4,734	4,687	- 1,025	- 17.19	- 1,200	- 20.12	- 1,228	- 20.59	- 1,275	- 21.38	- 1,356	- 21.54	- 1,531	- 24.32	- 1,559	- 24.77	- 1,606	- 25.52	- 250	- 5.06
LENNOX/ADDINGTON	2,461	2,742	1,908	2,024	2,087	2,124	- 553	- 22.47	- 437	- 17.75	- 374	- 15.19	- 337	- 13.69	- 834	- 30.41	- 718	- 26.18	- 655	- 23.88	- 618	- 22.53	+ 216	+ 11.32
LINCOLN	12,443	12,555	10,447	9,565	9,525	9,373	- 1,996	- 16.04	- 2,878	- 23.12	- 2,918	- 23.45	- 3,070	- 24.67	- 2,108	- 16.79	- 2,990	- 23.81	- 3,030	- 24.13	- 3,182	- 25.34	- 1,074	- 10.28
MANITOULIN	924	848	556	518	529	536	- 368	- 39.82	- 406	- 43.93	- 395	- 42.74	- 388	- 41.99	- 292	- 34.43	- 330	- 38.91	- 319	- 37.61	- 312	- 36.79	- 20	- 3.60
MIDDLESEX (SANS LONDON)	3,937	4,419	3,529	3,640	3,770	3,849	- 408	- 10.36	- 297	- 7.54	- 167	- 4.24	- 88	- 2.23	- 890	- 20.14	- 779	- 17.62	- 649	- 14.68	- 570	- 12.89	+ 320	+ 9.07
MUSKOKA	2,536	2,862	2,112	2,192	2,344	2,542	- 424	- 16.71	- 344	- 13.56	- 192	- 7.57	+ 6	+ 0.23	- 750	- 26.20	- 670	- 23.41	- 518	- 18.09	- 320	- 11.18	+ 430	+ 20.36
NIAGARA SOUTH	14,945	14,048	10,292	9,341	9,321	9,159	- 4,653	- 31.13	- 5,604	- 37.49	- 5,624	- 37.63	- 5,786	- 38.71	- 3,756	- 26.75	- 4,707	- 33.50	- 4,727	- 33.64	- 4,889	- 34.80	- 1,155	- 11.01
NIPISSING	7,282	7,458	5,066	4,745	4,797	4,895	- 2,216	- 30.43	- 2,537	- 34.83	- 2,485	- 34.12	- 2,387	- 32.77	- 2,392	- 32.07	- 2,713	- 36.37	- 2,661	- 35.68	- 2,563	- 34.36	- 171	- 3.38
NORFOLK	4,312	3,983	2,834	2,695	2,717	2,751	- 1,478	- 34.27	- 1,617	- 37.50	- 1,595	- 36.98	- 1,561	- 36.20	- 1,149	- 28.84	- 1,288	- 32.33	- 1,266	- 31.78	- 1,232	- 30.95	- 83	- 2.93
NORTHUMBERLAND/NEWCASTLE	---	7,919	6,207	6,386	6,785	7,238	---	---	---	---	---	---	---	---	- 1,712	- 21.61	- 1,533	- 19.35	- 1,134	- 14.31	- 681	- 8.59	+ 1,031	+ 16.61
OXFORD	6,181	6,439	4,911	5,029	5,012	5,166	- 1,270	- 20.54	- 1,152	- 18.63	- 1,169	- 18.91	- 1,015	- 16.42	- 1,528	- 23.75	- 1,410	- 21.89	- 1,427	- 22.16	- 1,273	- 19.77	+ 255	+ 5.19
PARRY SOUND	2,615	2,789	2,134	1,976	2,059	2,094	- 481	- 18.39	- 639	- 24.43	- 556	- 21.26	- 521	- 19.92	- 655	- 23.48	- 813	- 29.15	- 730	- 26.17	- 695	- 24.91	- 40	- 1.87
PEEL	19,884	29,894	58,889	44,397	44,756	49,552	+ 19,005	+ 95.57	+ 24,513	+123.28	+ 24,872	+125.09	+ 29,669	+149.21	+ 8,995	+ 30.08	+ 14,503	+ 48.51	+ 14,862	+ 49.71	+ 19,658	+ 65.75	+ 10,663	+ 27.42
PERTH	5,189	5,445	3,557	3,698	3,792	3,916	- 1,632	- 31.45	- 1,491	- 28.73	- 1,397	- 26.92	- 1,273	- 24.53	- 1,888	- 34.67	- 1,747	- 32.08	- 1,653	- 30.35	- 1,529	- 28.08	+ 359	+ 10.09
PETERBOROUGH	7,496	7,741	6,119	5,902	6,114	6,240	- 1,377	- 18.36	- 1,594	- 21.26	- 1,382	- 18.43	- 1,256	- 16.75	- 1,622	- 20.95	- 1,839	- 23.75	- 1,627	- 21.01	- 1,501	- 19.39	+ 121	+ 1.98
PRESCOTT/RUSSELL	4,124	4,324	3,488	3,925	3,940	4,018	- 636	- 15.42	- 199	- 4.82	- 184	- 4.46	- 106	- 2.57	- 836	- 19.33	- 999	- 9.22	- 384	- 8.88	- 306	- 7.07	+ 550	+ 15.19
PRINCE EDWARD	1,448	1,437	905	868	881	897	- 543	- 37.50	- 580	- 40.05	- 567	- 39.15	- 551	- 38.05	- 532	- 37.02	- 569	- 39.59	- 556	- 38.69	- 540	- 37.57	- 8	- 0.88
RAINY RIVER	2,391	2,128	1,738	1,417	1,373	1,298	- 653	- 27.31	- 974	- 40.73	- 1,018	- 42.57	- 1,093	- 45.71	- 390	- 18.32	- 711	- 33.41	- 755	- 35.47	- 830	- 39.00	- 440	- 25.32
RENFREW	8,200	7,818	5,114	4,596	4,701	4,800	- 3,086	- 37.63	- 3,604	- 43.95	- 3,499	- 42.67	- 3,400	- 41.46	- 2,704	- 34.59	- 3,222	- 41.21	- 3,117	- 39.86	- 3,018	- 38.60	- 314	- 6.14
SIMCOE	13,961	16,215	14,871	16,360	16,784	18,327	+ 910	+ 6.51	+ 2,399	+ 17.18	+ 2,823	+ 20.22	+ 4,366	+ 31.27	- 1,344	- 8.28	+ 145	+ 0.89	+ 569	+ 3.50	+ 2,112	+ 13.02	+ 3,456	+ 23.24
STORMONT/DUNDAS/GLENGARRY	8,333	9,329	6,288	6,219	6,422	6,549	- 2,045	- 29.60	- 2,714	- 30.38	- 2,511	- 28.10	- 2,384	- 26.68	- 3,041	- 32.59	- 3,110	- 33.33	- 2,907	- 31.16	- 2,780	- 29.79	+ 261	+ 4.15
SUDBURY	16,266	16,533	11,610	9,583	9,249	8,965	- 4,656	- 28.62	- 6,683	- 41.08	- 7,017	- 43.13	- 7,301	- 44.88	- 4,923	- 29.77	- 6,950	- 42.03	- 7,284	- 44.05	- 7,568	- 45.77	- 2,645	- 22.78
THUNDER BAY	11,974	11,638	8,901	7,947	7,852	7,690	- 3,073	- 25.66	- 4,027	- 33.63	- 4,122	- 34.42	- 4,284	- 35.77	- 2,737	- 23.51	- 3,691	- 31.71	- 3,786	- 32.55	- 3,948	- 33.92	- 1,211	- 13.61
TIMISKAMING	4,471	4,146	2,662	2,239	2,002	1,801	- 1,809	- 40.46	- 2,232	- 49.92	- 2,469	- 55.22	- 2,670	- 59.71	- 1,484	- 35.79	- 1,907	- 45.99	- 2,144	- 51.71	- 2,345	- 56.56	- 861	- 32.34
VICTORIA	2,791	3,214	2,769	3,022	3,235	3,299	- 22	- 0.78	+ 231	+ 8.27	+ 444	+ 15.90	+ 508	+ 18.20	- 445	- 13.84	- 192	- 5.97	+ 21	+ 0.65	+ 85	+ 2.64	+ 550	+ 19.14
WATERLOO	16,665	18,018	16,395	16,676	17,007	17,341	- 270	- 1.62	+ 11	+ 0.06	+ 342	+ 2.05	+ 676	+ 4.05	- 1,623	- 9.00	- 1,342	- 7.44	- 1,011	- 5.61	- 677	- 3.75	+ 946	+ 5.77
WELLINGTON	8,209	8,963	7,480	7,765	8,291	8,579	- 729	- 8.88	- 444	- 5.40	+ 82	+ 0.99	+ 370	+ 4.50	- 1,483	- 16.54	- 1,198	- 13.36	- 672	- 7.49	- 384	- 4.28	+ 1,099	+ 14.69
WENTWORTH (SANS HAMILTON)	7,281	7,477	5,444	5,146	5,070	4,999	- 1,837	- 25.23	- 2,135	- 29.32	- 2,211	- 30.36	- 2,282	- 31.34	- 2,033	- 27.19	- 2,331	- 31.17	- 2,407	- 32.19	- 2,478	- 33.14	- 445	- 8.17
YORK [1]	14,142	16,579	15,057	17,206	17,667	19,143	+ 915	+ 6.47	+ 3,064	+ 21.66	+ 3,525	+ 24.92	+ 5,001	+ 35.36	- 1,522	- 9.18	+ 627	+ 3.78	+ 1,088	+ 6.56	+ 2,564	+ 15.46	+ 4,086	+ 27.14
HAMILTON	19,697	17,942	12,682	11,580	11,274	10,759	- 7,015	- 35.61	- 8,117	- 41.20	- 8,463	- 42.96	- 8,938	- 45.37	- 5,260	- 29.31	- 6,362	- 35.45	- 6,708	- 37.36	- 7,183	- 40.03	- 1,923	- 15.16
LONDON	16,962	18,556	13,927	12,708	12,205	12,293	- 3,035	- 17.89	- 4,254	- 25.07	- 4,757	- 28.04	- 4,669	- 27.52	- 4,629	- 24.94	- 5,848	- 31.51	- 6,351	- 34.22	- 6,263	- 33.75	- 1,634	- 11.73
RÉGION MÉTR. DE TORONTO	131,293	140,157	101,423	83,804	78,644	78,297	- 29,870	- 22.75	- 47,489	- 36.17	- 52,649	- 40.10	- 52,996	- 40.36	- 38,734	- 27.63	- 56,353	- 40.20	- 61,515	- 45.88	- 61,860	- 44.13	- 23,126	- 22.80
OTTAWA	26,622	24,731	14,615	11,933	10,885	9,862	- 12,007	- 45.10	- 14,689	- 55.17	- 15,737	- 59.11	- 16,760	- 62.95	- 10,116	- 40.90	- 12,798	- 51.75	- 13,846	- 55.98	- 14,869	- 60.12	- 4,753	- 32.52
WINDSOR	13,563	12,635	9,538	8,152	7,911	7,709	- 4,025	- 29.67	- 5,411	- 39.89	- 5,652	- 41.67	- 5,854	- 43.16	- 3,097	- 24.51	- 4,483	- 35.48	- 4,724	- 37.39	- 4,926	- 38.98	- 1,829	- 19.18
TOTAL POUR L'ONTARIO	565,860	612,960	492,560	470,879	471,382	483,881	- 73,300	- 12.95	- 90,981	- 16.78	- 90,478	- 16.69	- 81,979	- 14.48	-120,428	- 19.64	-142,109	- 25.18	-141,606	- 25.10	-129,107	- 21.06	- 8,679	- 1.76

[1] SANS LA RÉGION MÉTROPOLITAINE DE TORONTO

notables d'un conseil scolaire à l'autre, on constate des écarts importants au sein d'un même conseil scolaire, qui enregistre des gains dans une région et des pertes dans une autre. Il est évident que quoi que nous puissions dire sur le caractère généralisé de ce phénomène provincial, cela n'a pas beaucoup de pertinence au niveau des conseils scolaires, même si certains conseils enregistrent des baisses "moyennes". Incontestablement, les responsables des politiques provinciales devront prendre des décisions difficiles; mais les décisions que devront prendre les membres et les administrateurs des conseils scolaires seront encore plus nombreuses et au moins tout aussi difficiles. Car ce sont eux qui sont en contact directement avec la population, qui réagit parfois de façon hostile aux mesures administratives ou politiques adoptées pour faire face à une situation nouvelle.

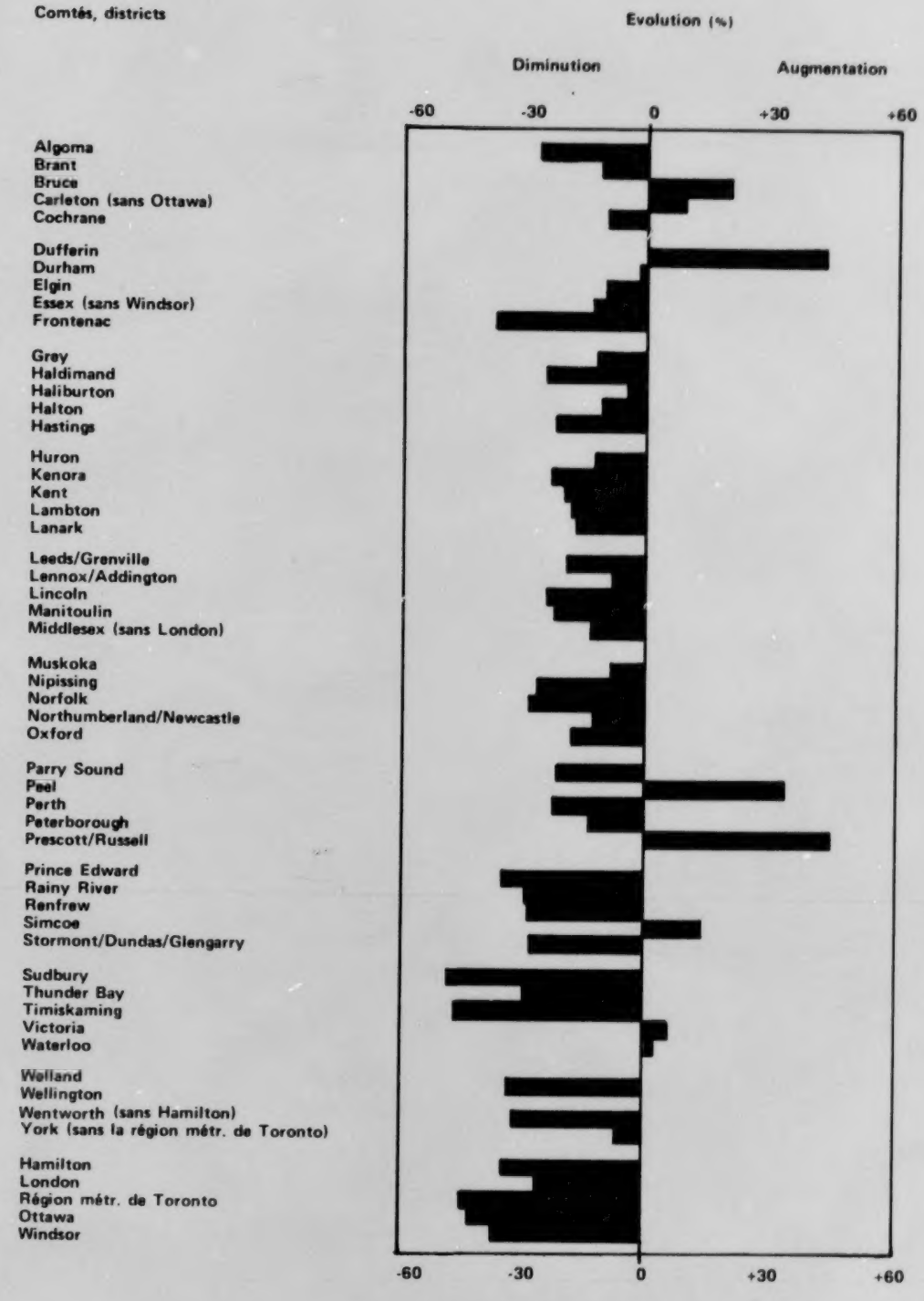
GRAPHIQUE 3.5

EFFECTIFS DES ECOLES PUBLIQUES DE L'ONTARIO, 1971–1977



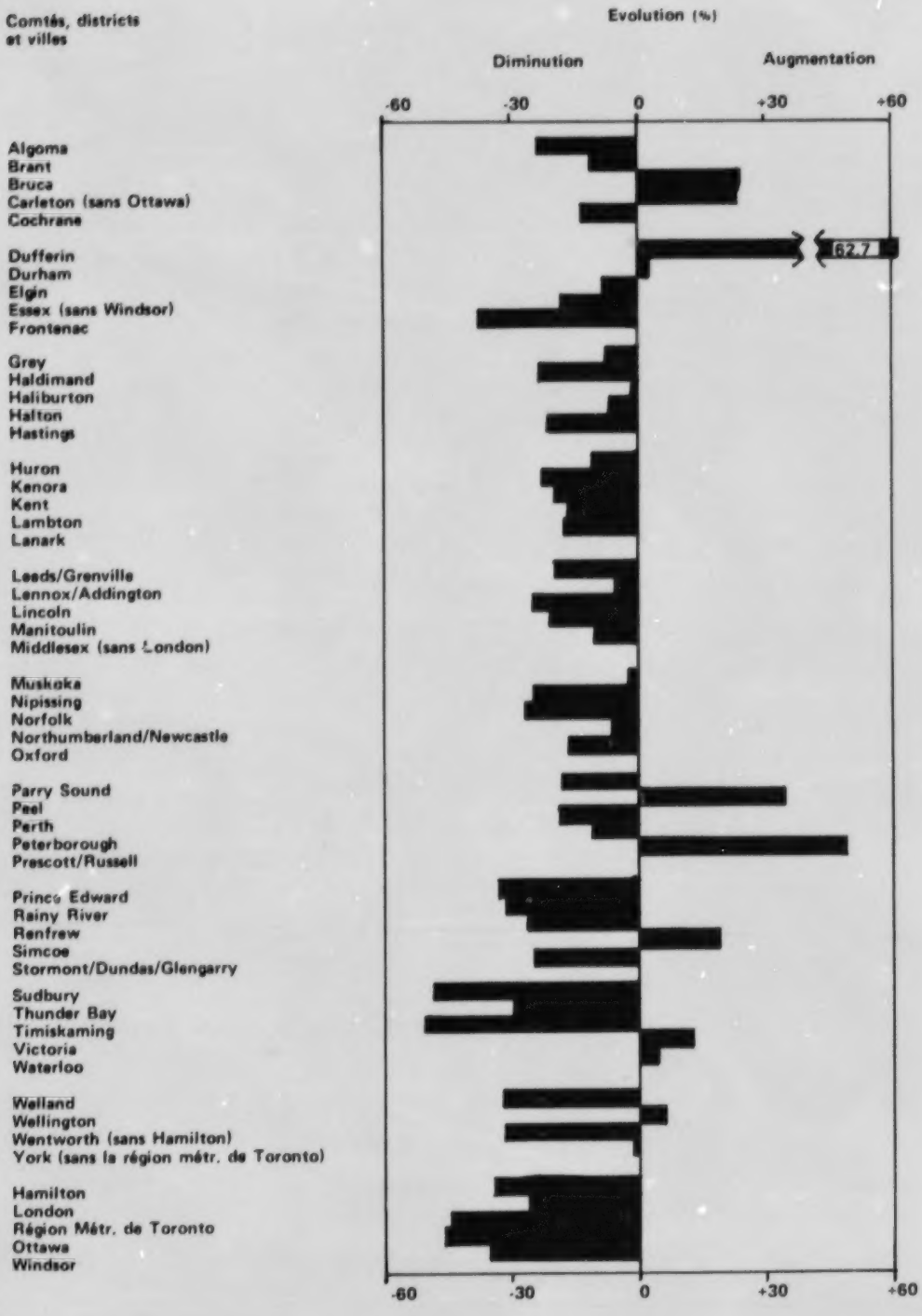
GRAPHIQUE 3.6

EFFECTIFS DES ECOLES PUBLIQUES DE L'ONTARIO, 1971–1986



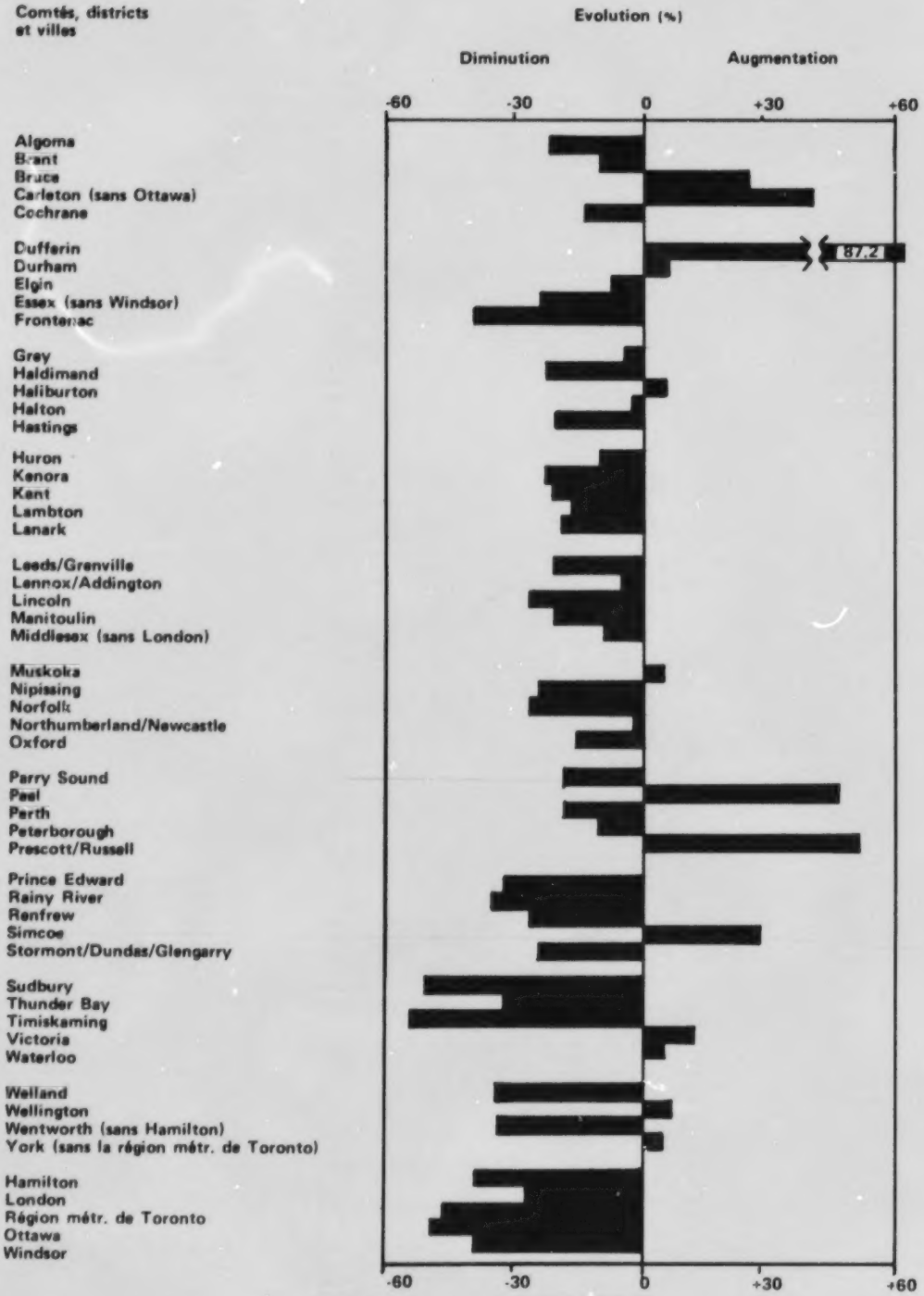
GRAPHIQUE 3.7

EFFECTIFS DES ECOLES PUBLIQUES DE L'ONTARIO, 1971–1991



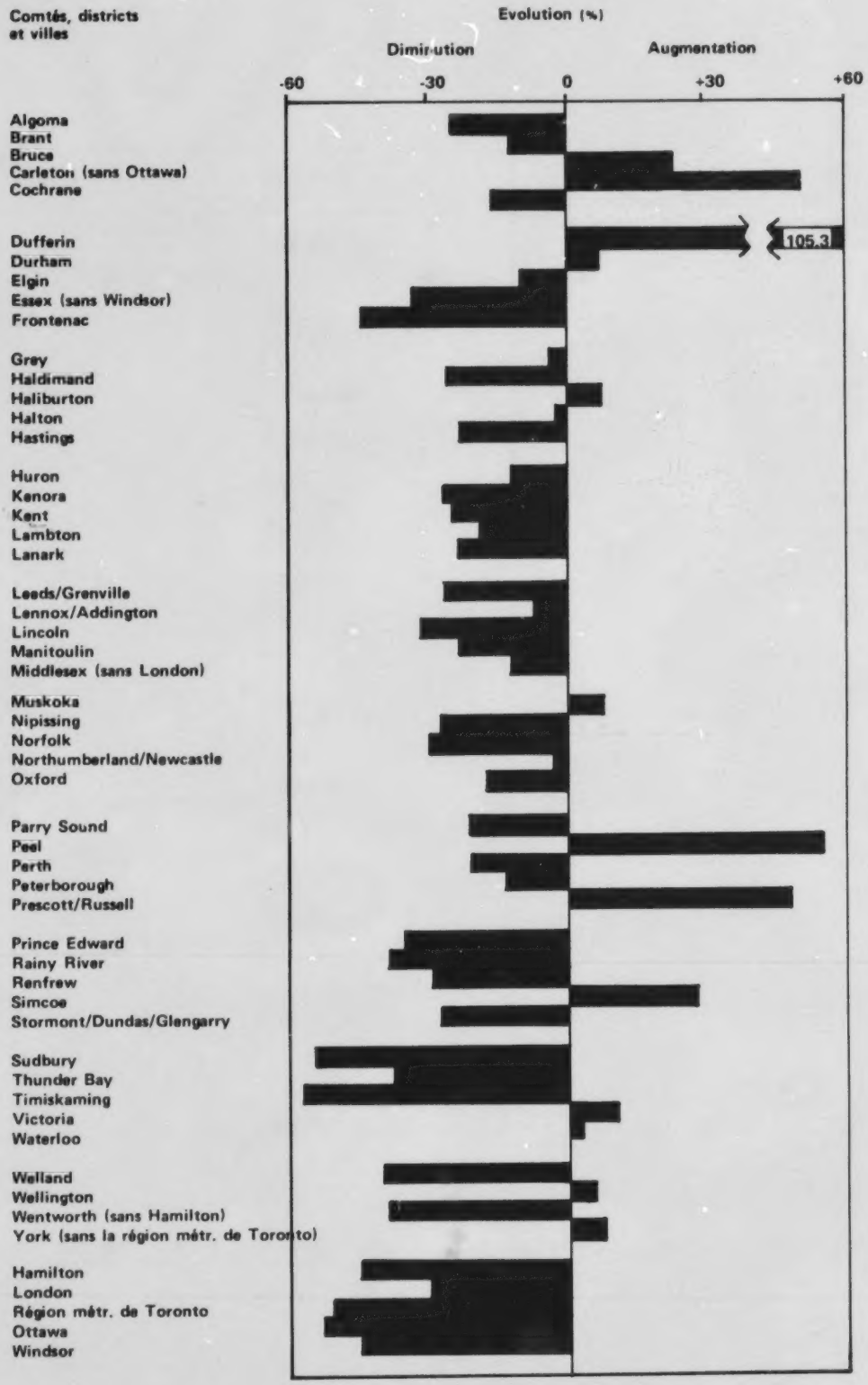
GRAPHIQUE 3.8

EFFECTIFS DES ECOLES PUBLIQUES DE L'ONTARIO, 1971–1996



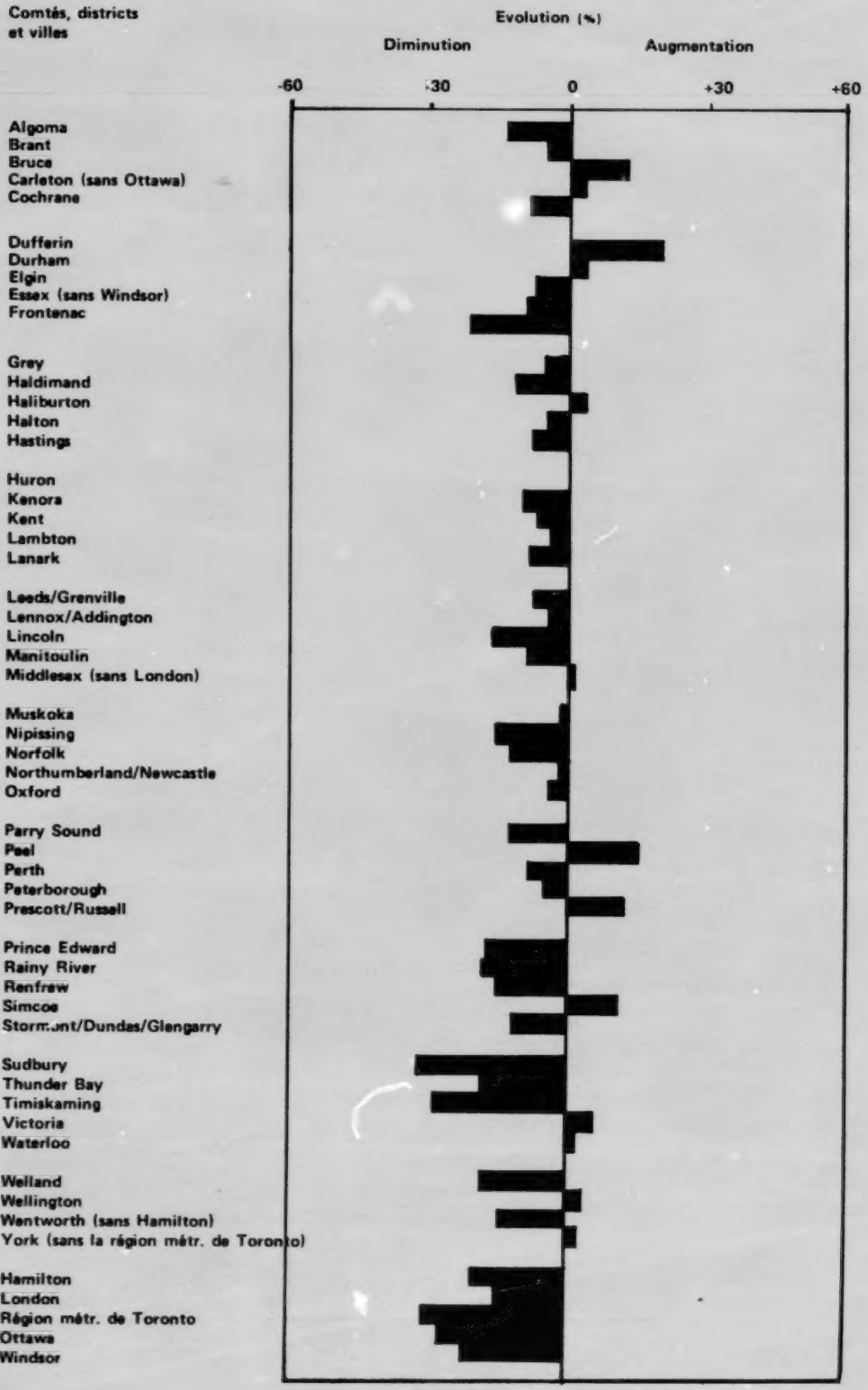
GRAPHIQUE 3.9

EFFECTIFS DES ECOLES PUBLIQUES DE L'ONTARIO, 1971–2001



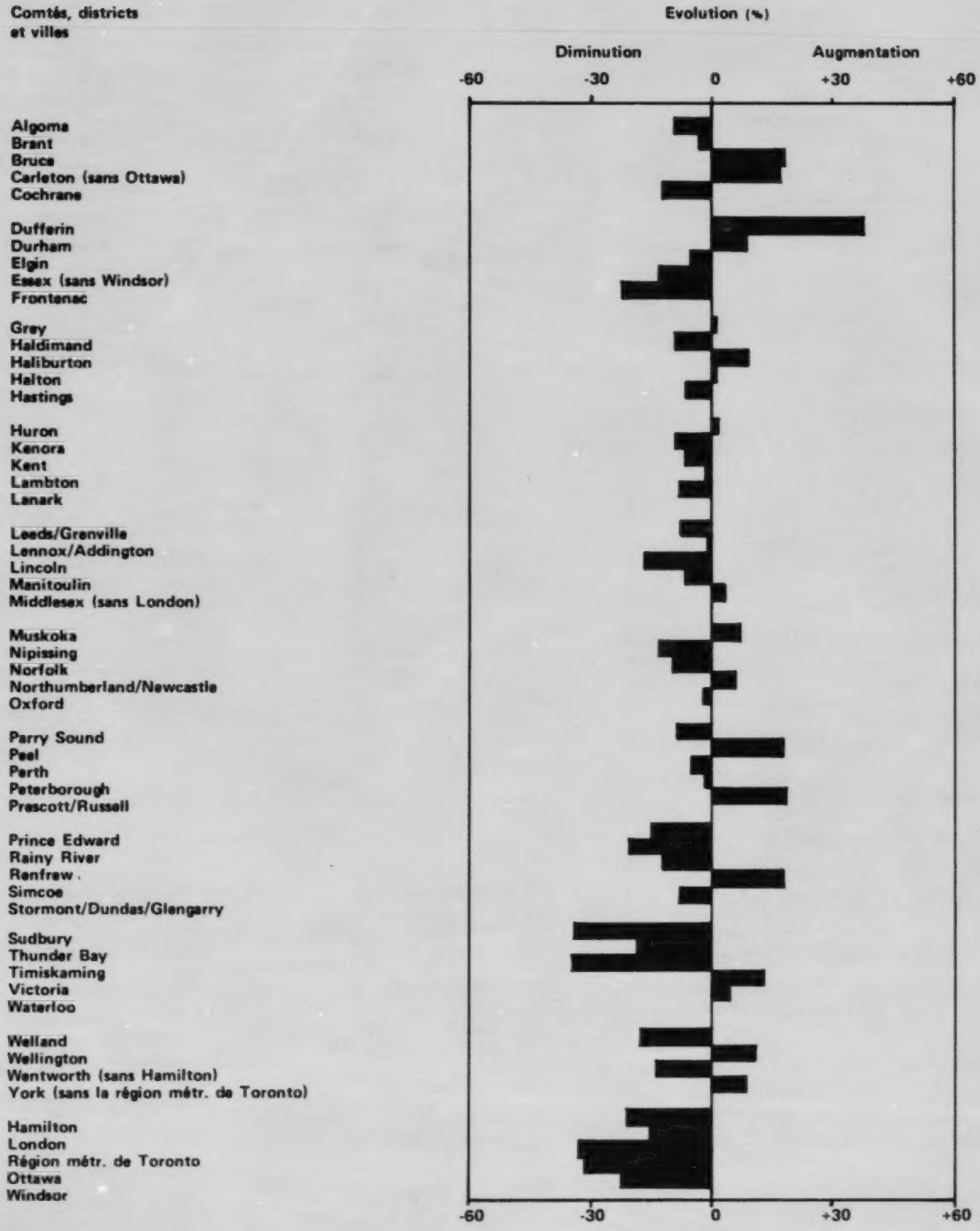
GRAPHIQUE 3.10

EFFECTIFS DES ECOLES PUBLIQUES DE L'ONTARIO, 1977–1986



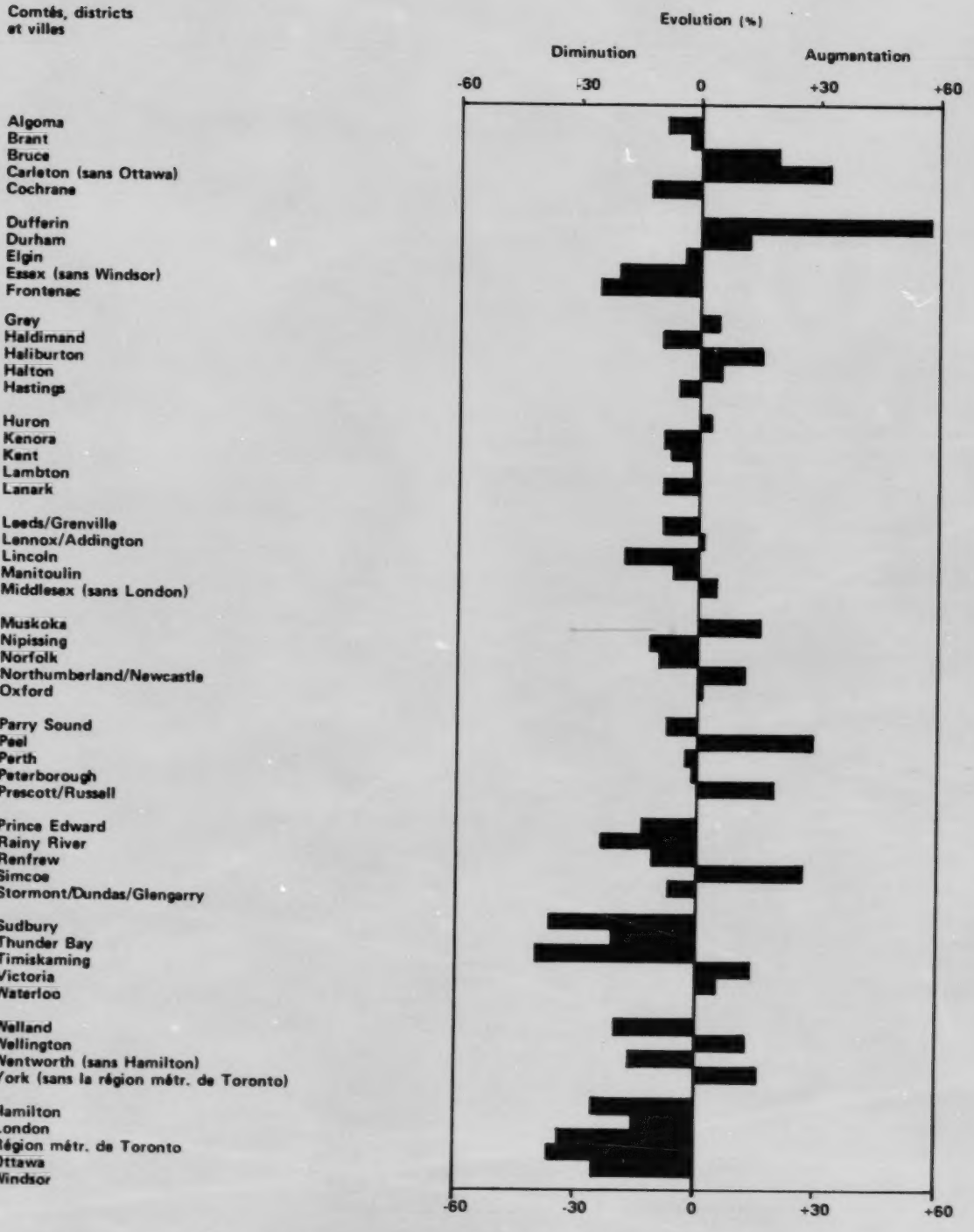
GRAPHIQUE 3.11

EFFECTIFS DES ECOLES PUBLIQUES DE L'ONTARIO, 1977–1991



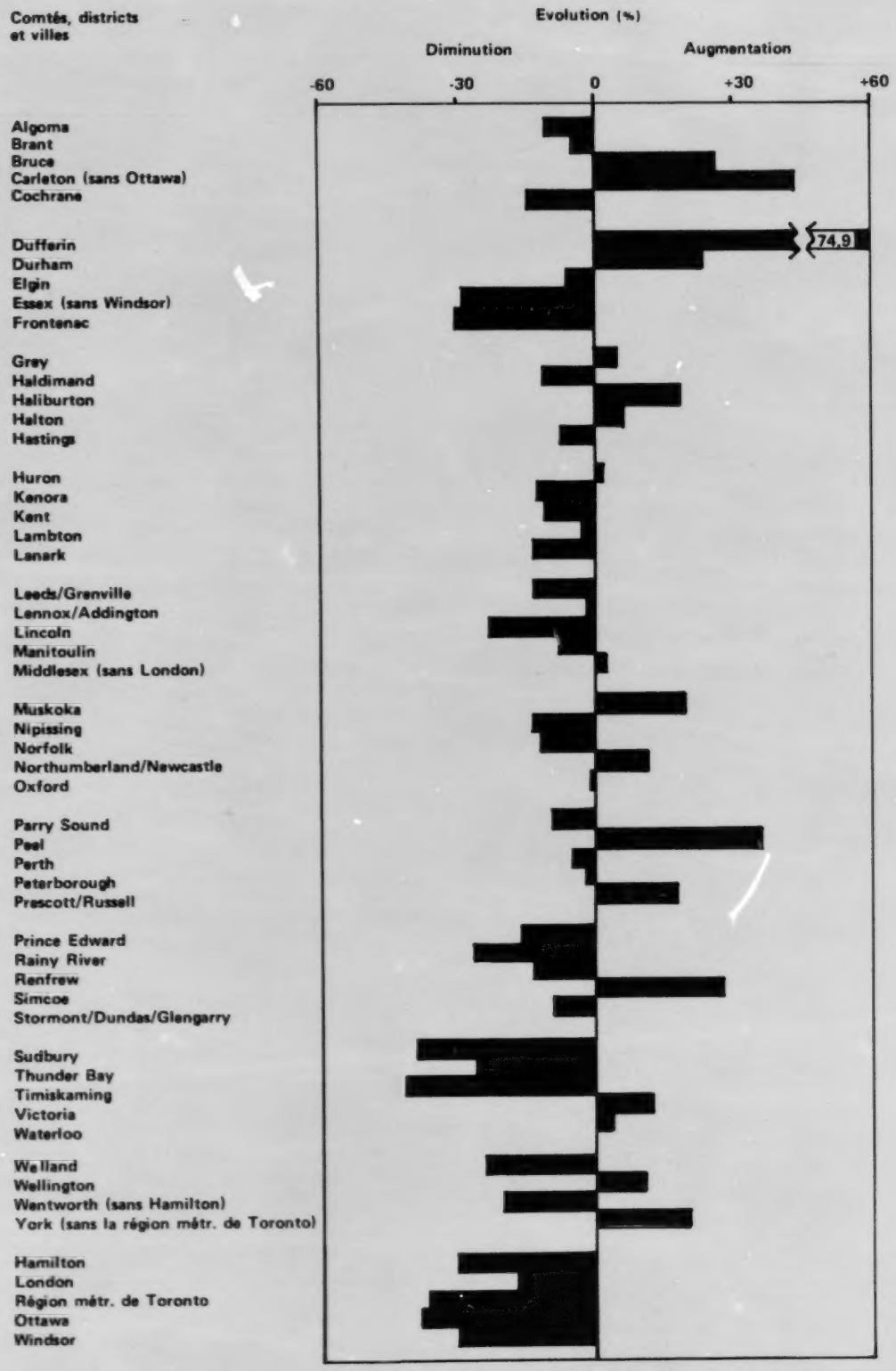
GRAPHIQUE 3.12

EFFECTIFS DES ECOLES PUBLIQUES DE L'ONTARIO, 1977–1996



GRAPHIQUE 3.13

EFFECTIFS DES ECOLES PUBLIQUES DE L'ONTARIO, 1977–2001



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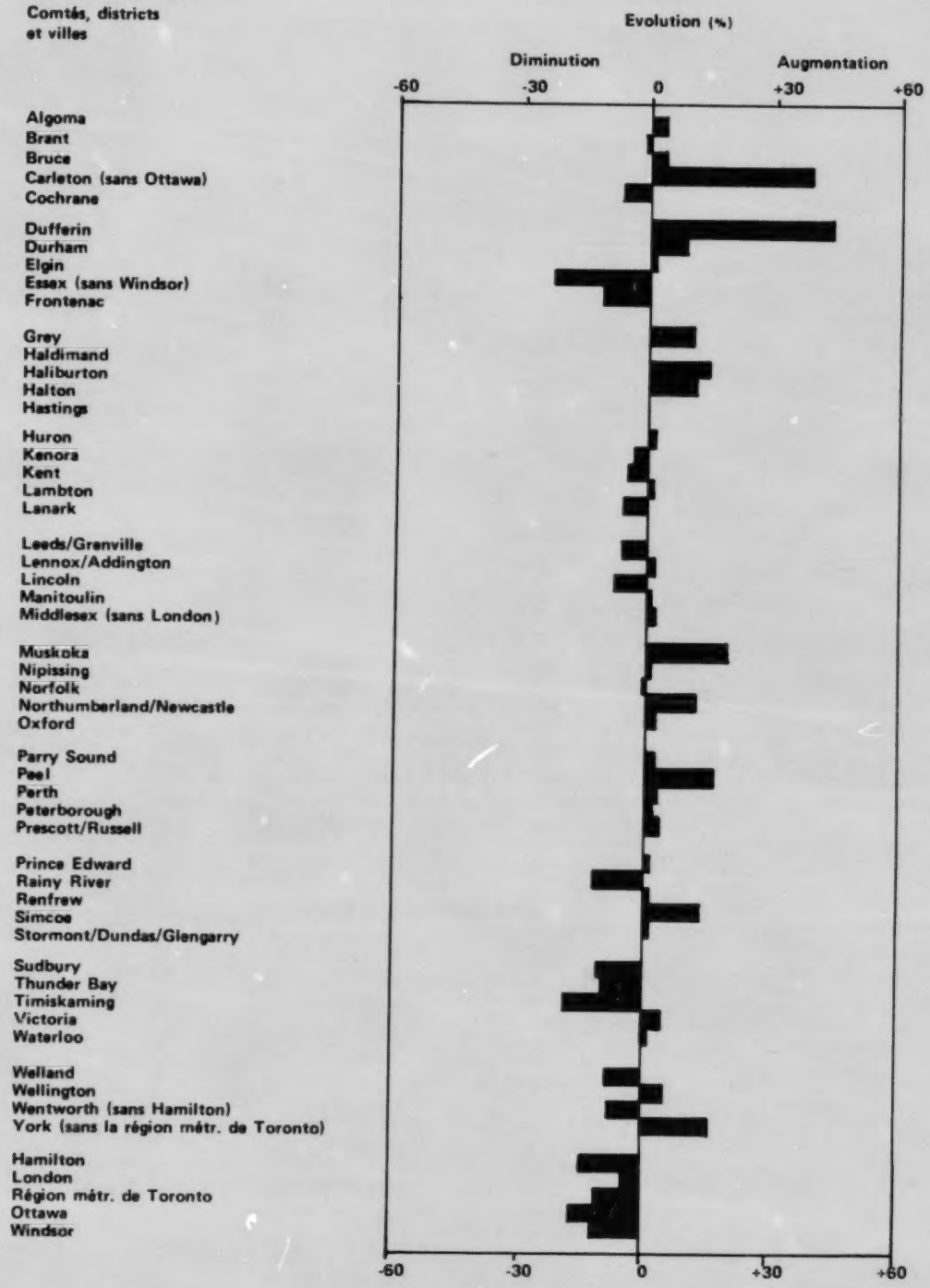
EFFECTIFS DES ECOLES PUBLIQUES DE L'ONTARIO, 1986–2001



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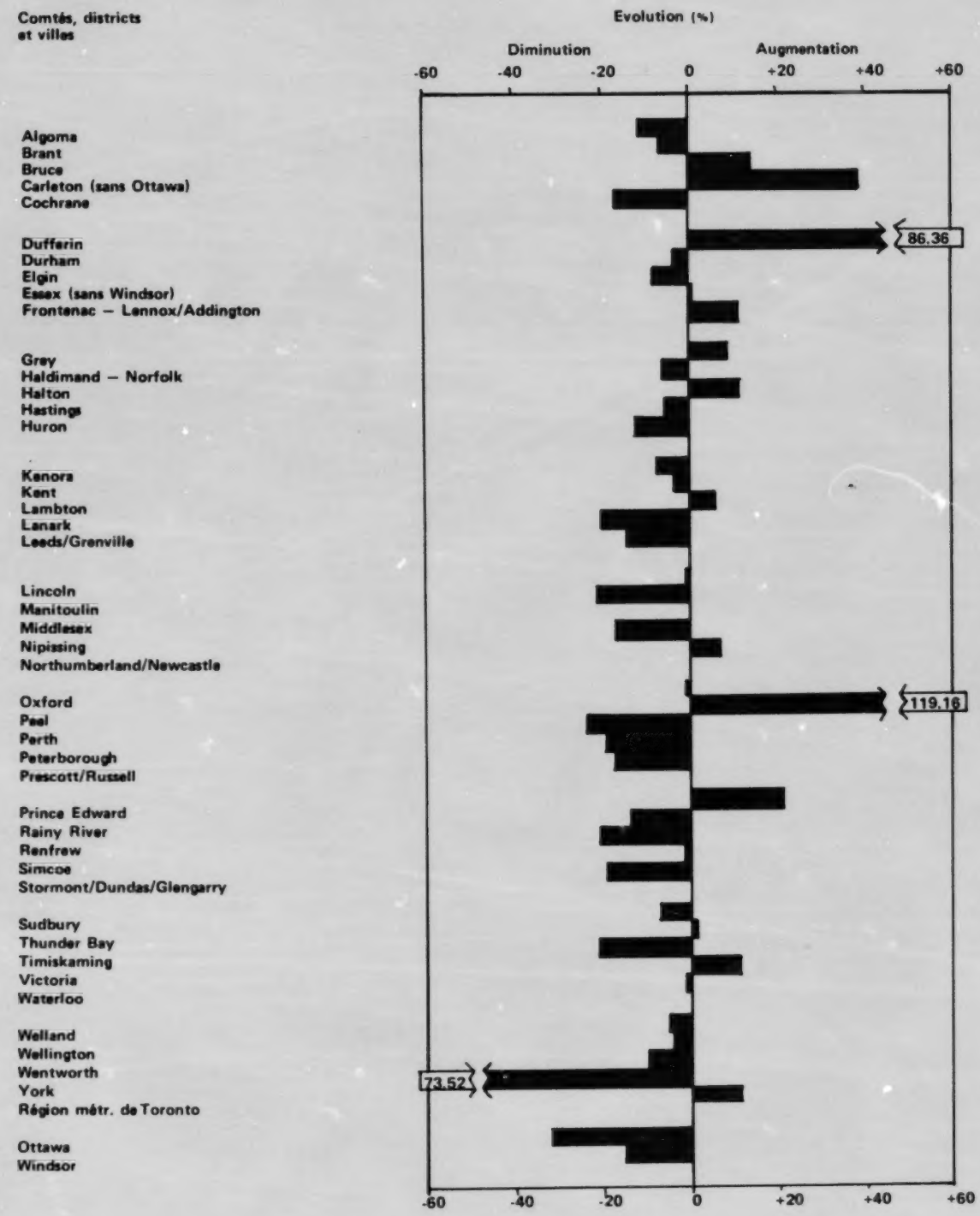
EFFECTIFS DES ECOLES SEPAREES CATHOLIQUES DE L'ONTARIO, 1971–1977



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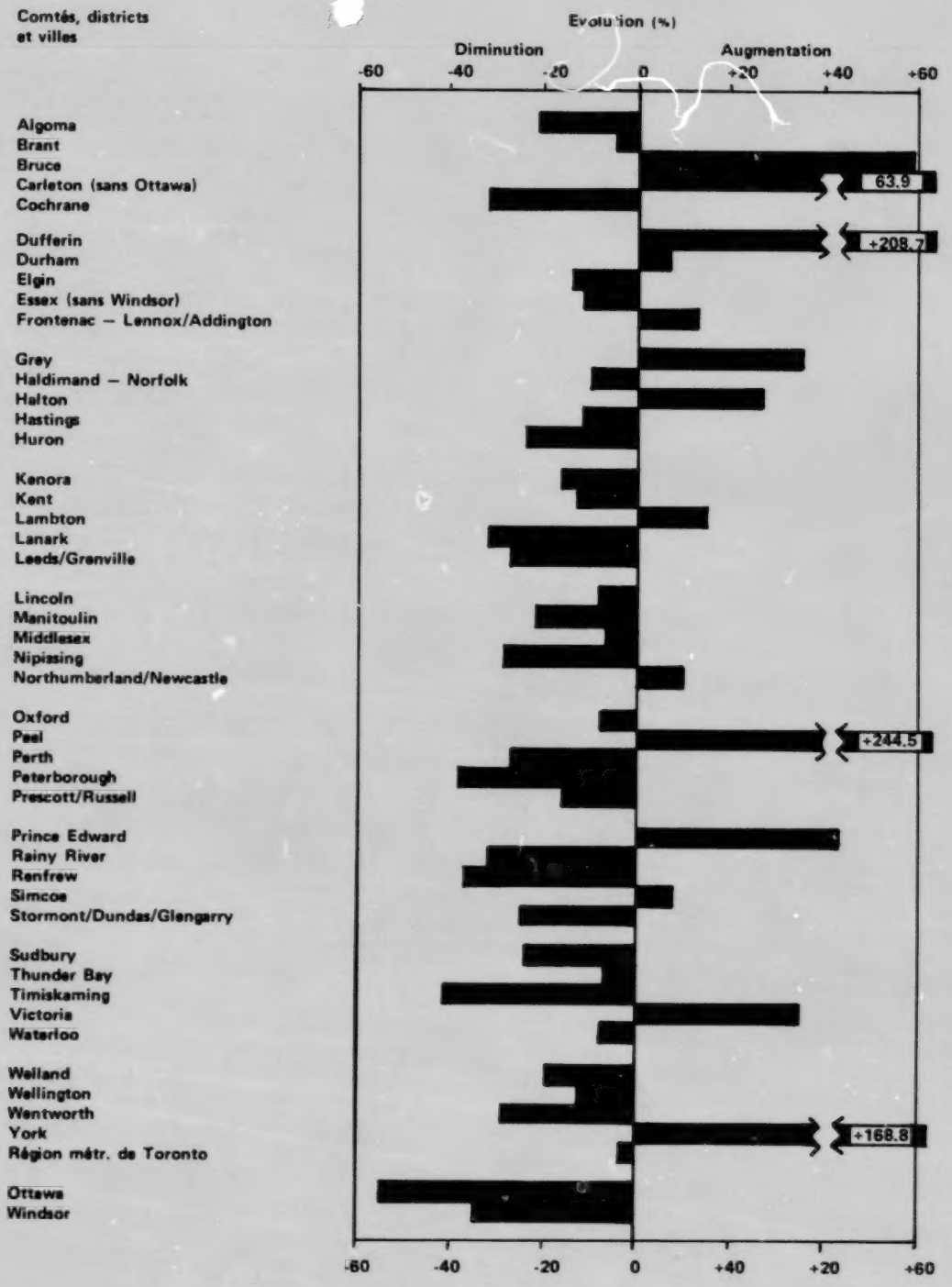
EFFECTIFS DES ECOLES SEPAREES CATHOLIQUES DE L'ONTARIO, 1971–1986



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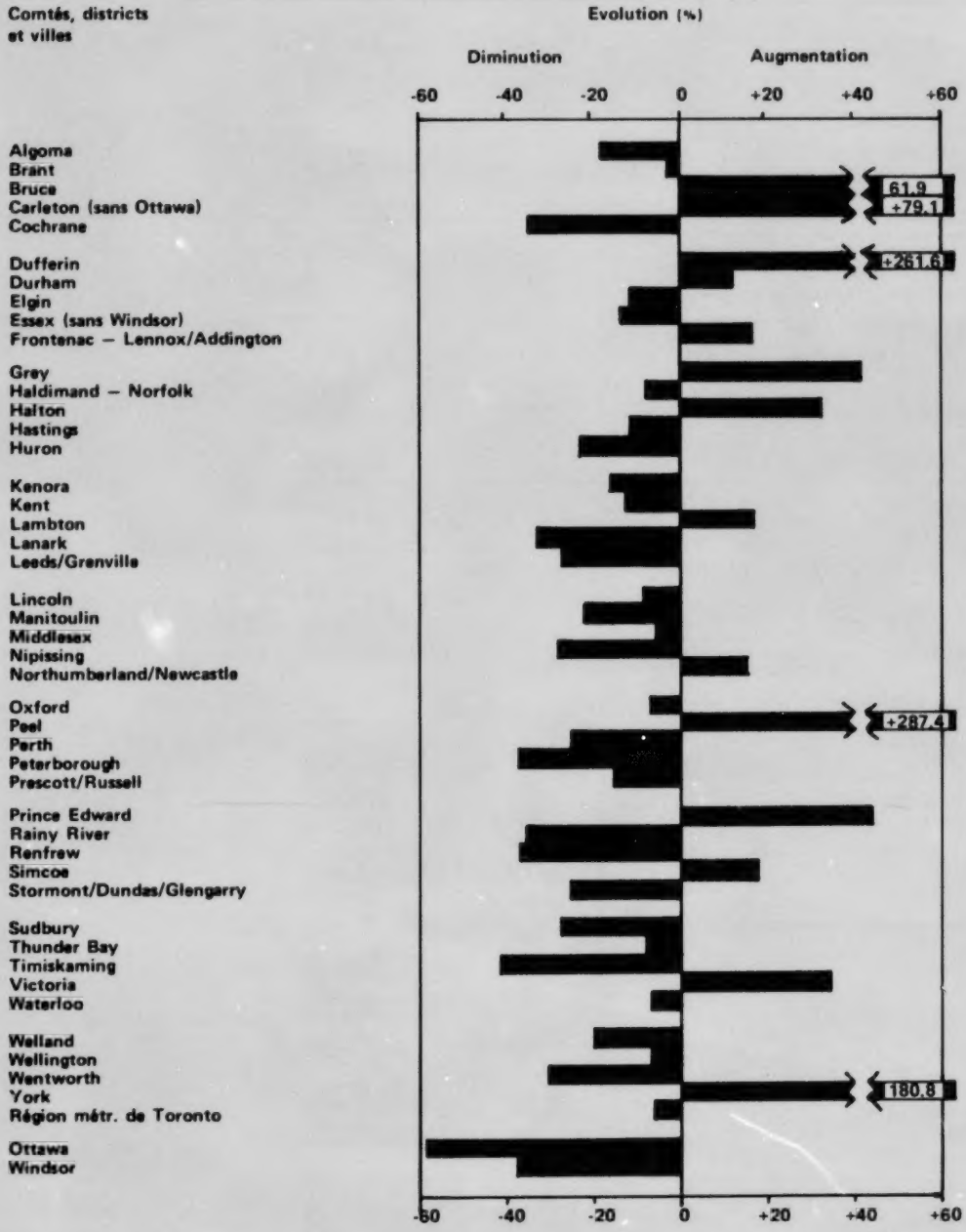
EFFECTIFS DES ECOLES SEPAREES CATHOLIQUES DE L'ONTARIO, 1971–1991



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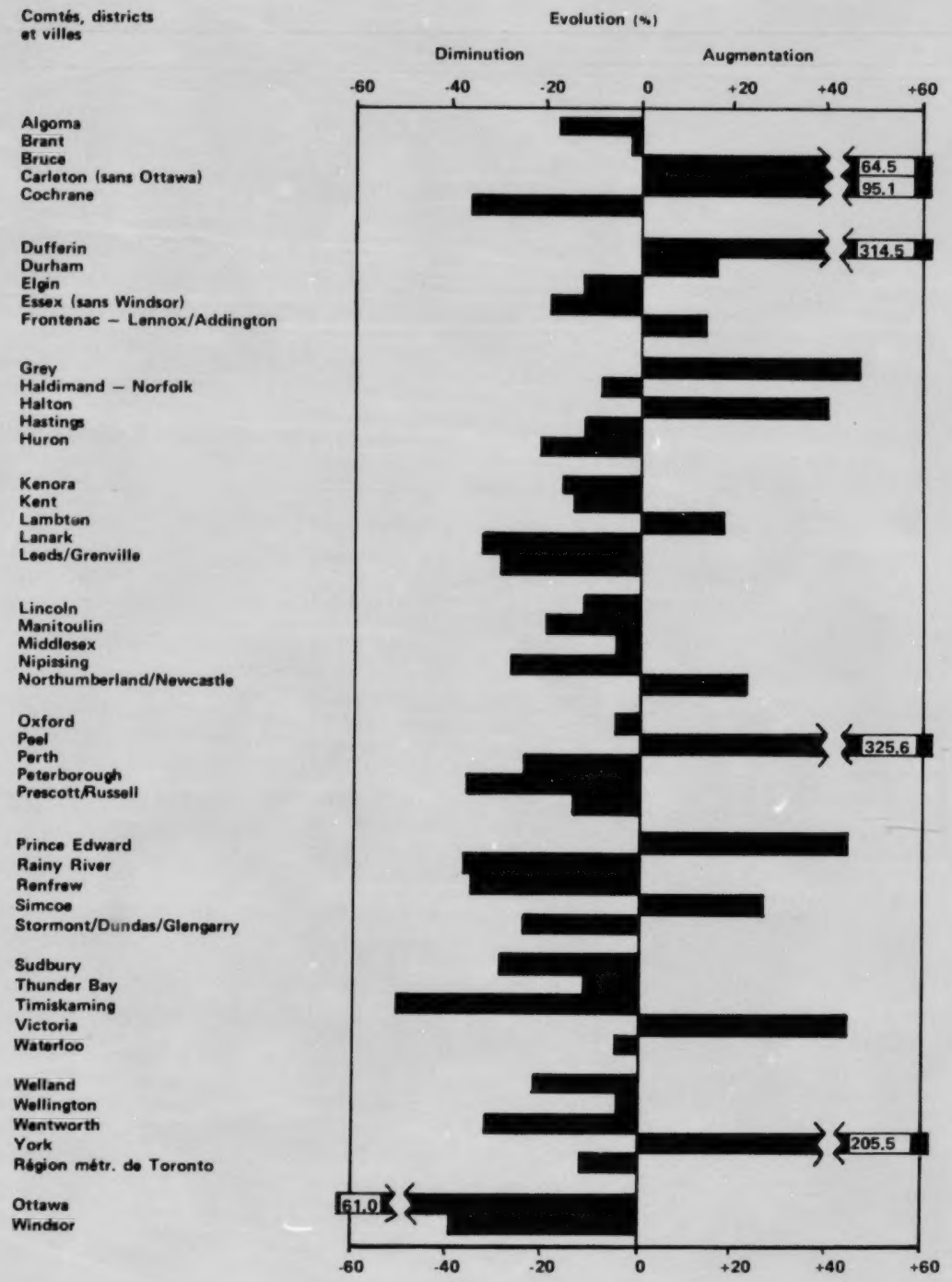

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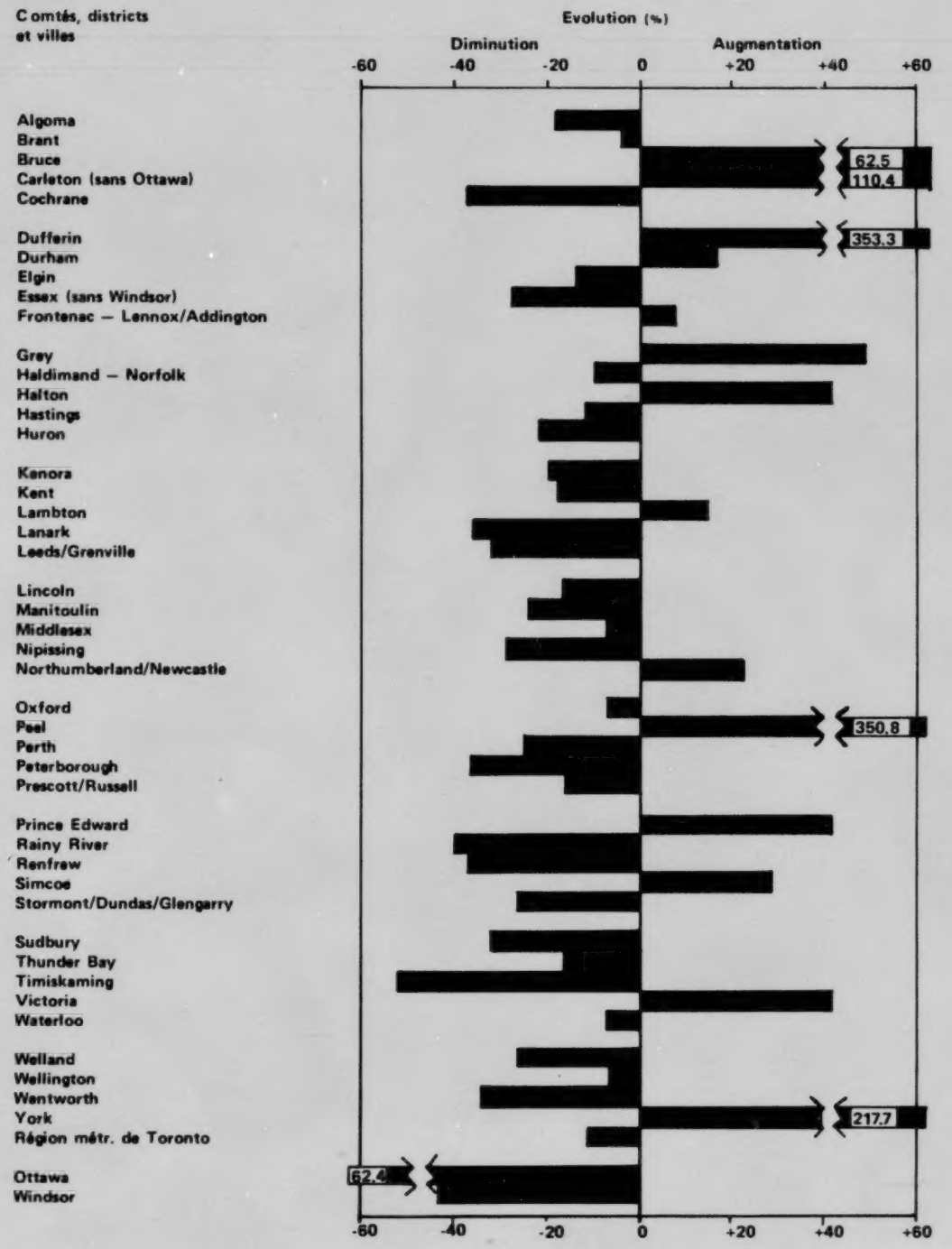

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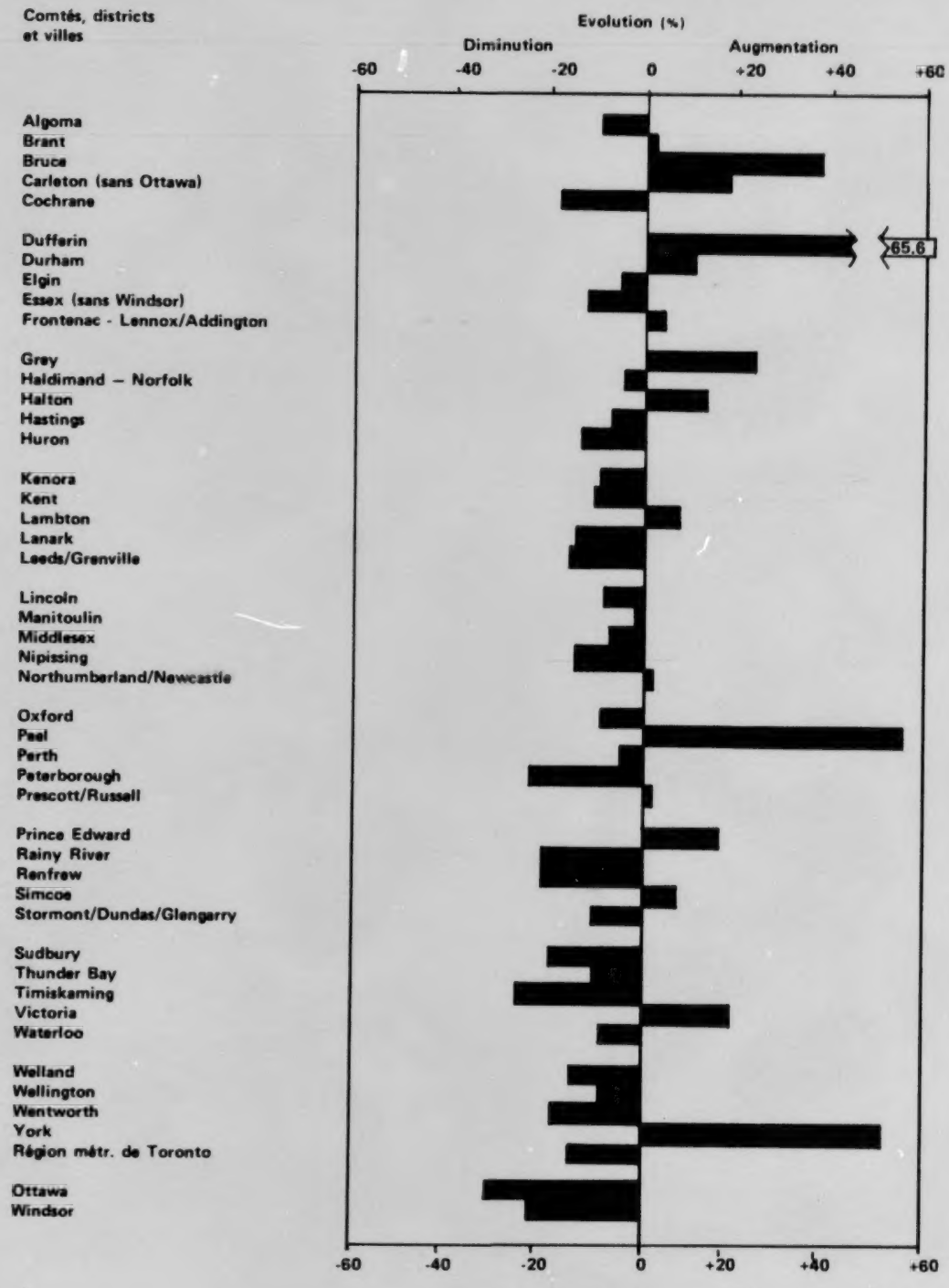
EFFECTIFS DES ECOLES SEPAREES CATHOLIQUES DE L'ONTARIO, 1977–1986



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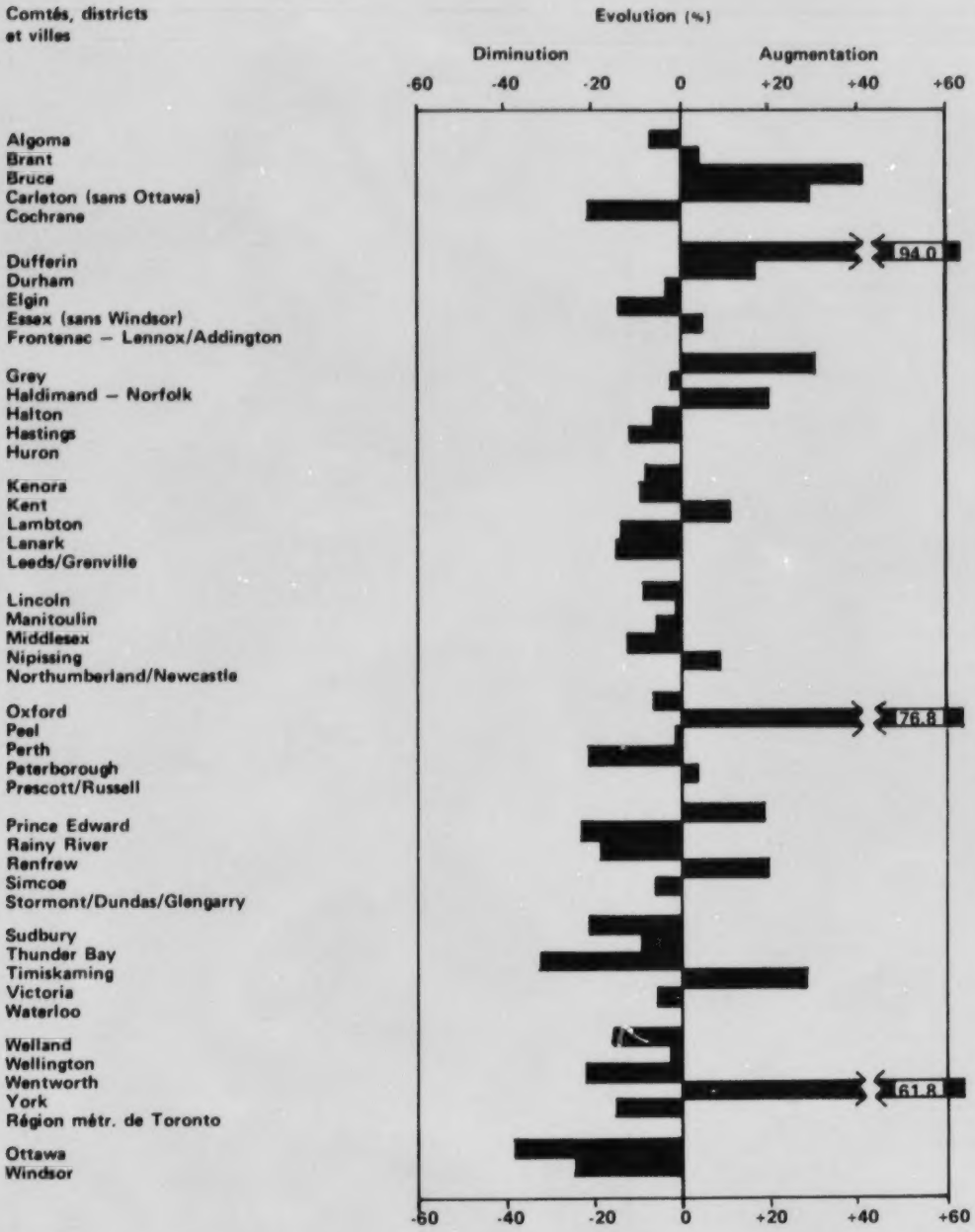
EFFECTIFS DES ECOLES SEPAREES CATHOLIQUES DE L'ONTARIO, 1977–1991



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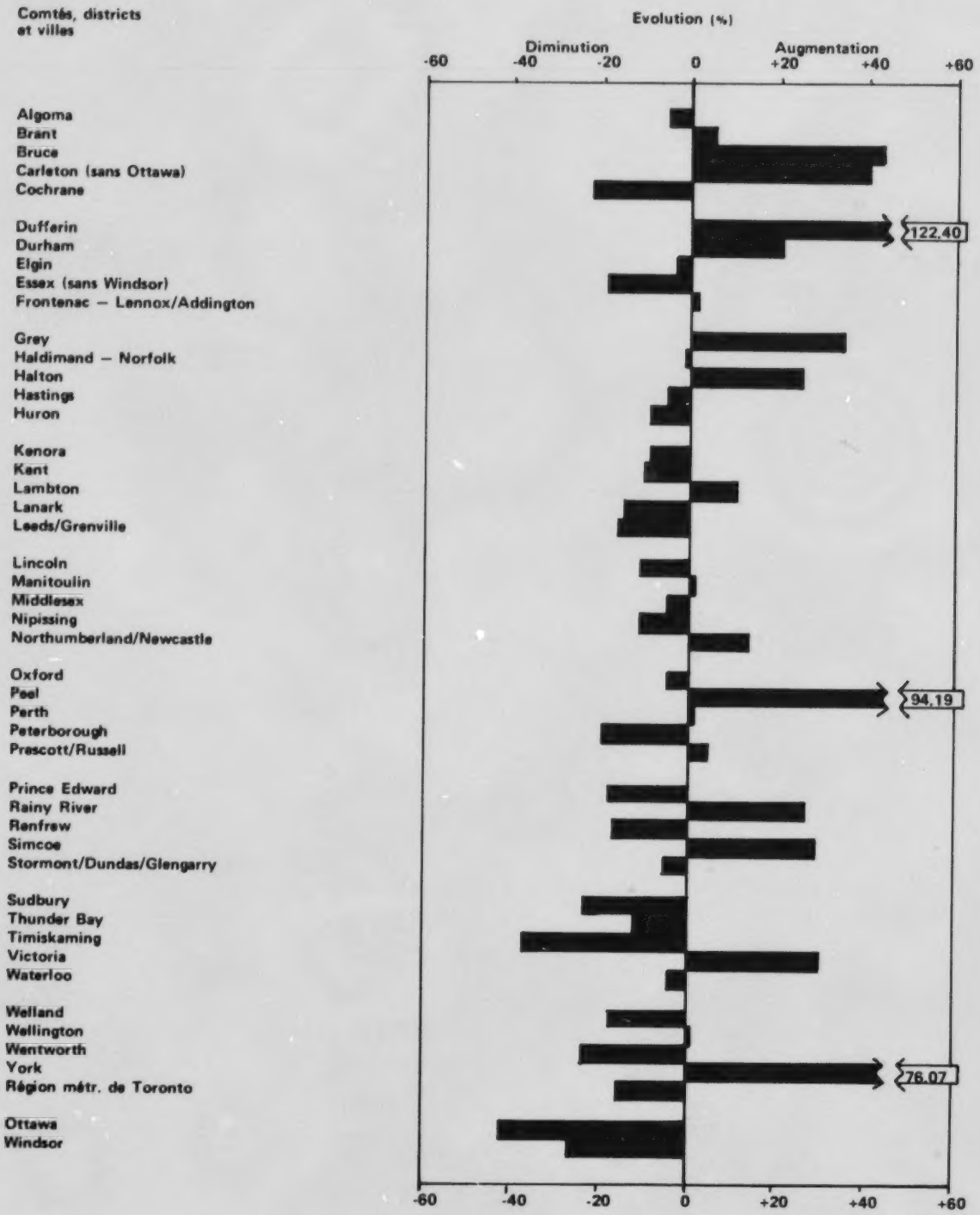
EFFECTIFS DES ECOLES SEPAREES CATHOLIQUES DE L'ONTARIO, 1977–1996



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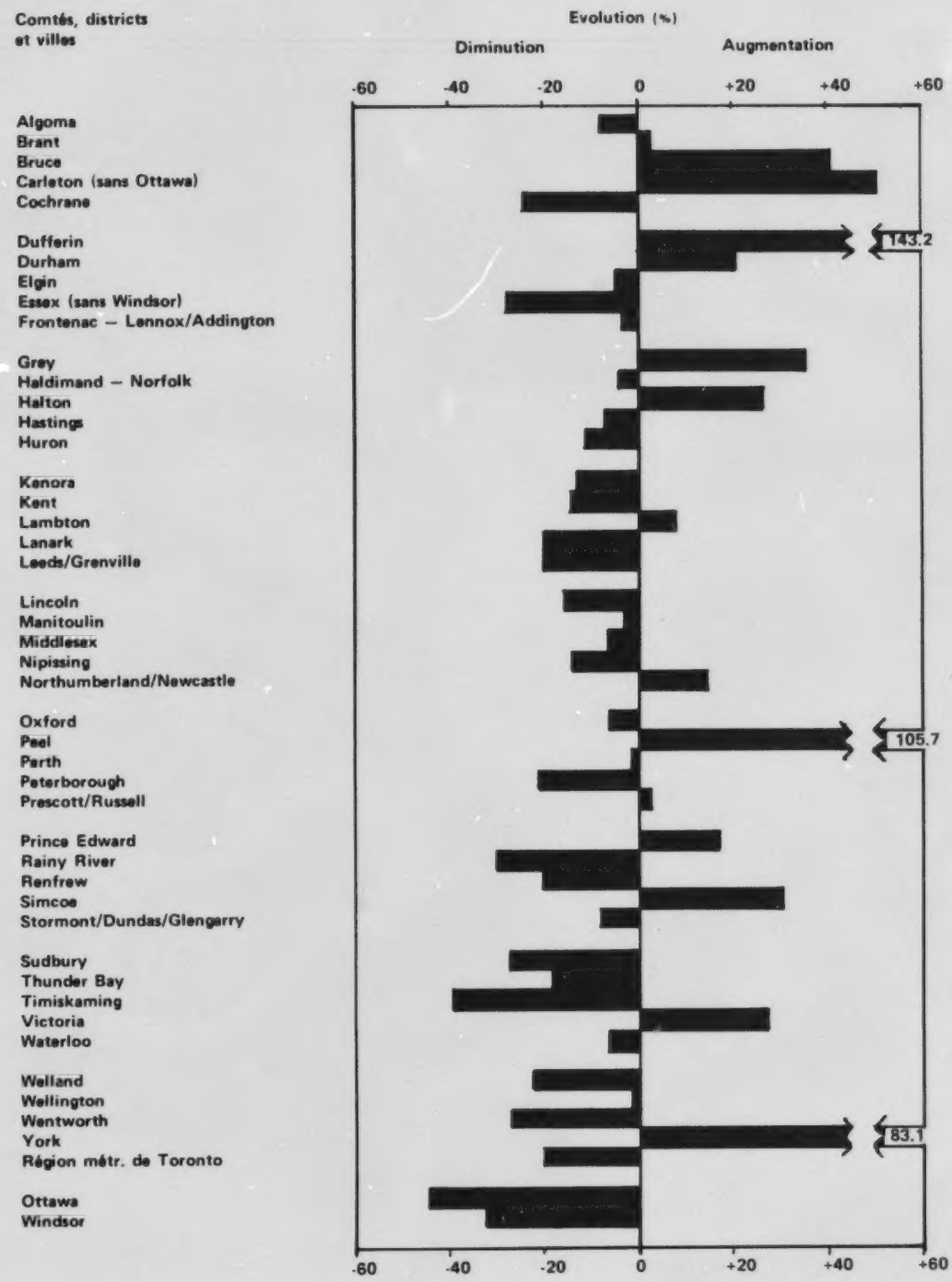
EFFECTIFS DES ECOLES SEPAREES CATHOLIQUES DE L'ONTARIO, 1977–2001



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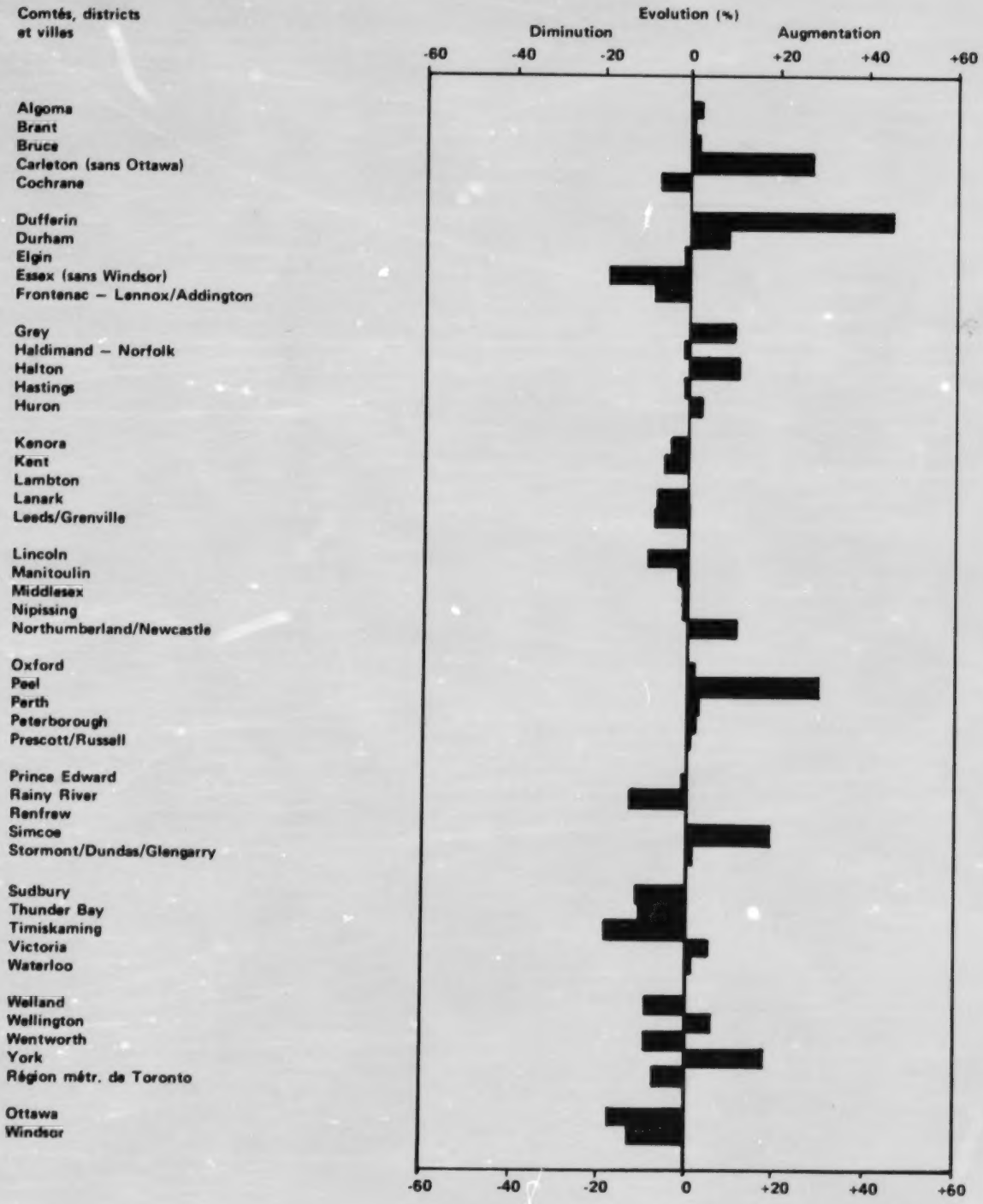
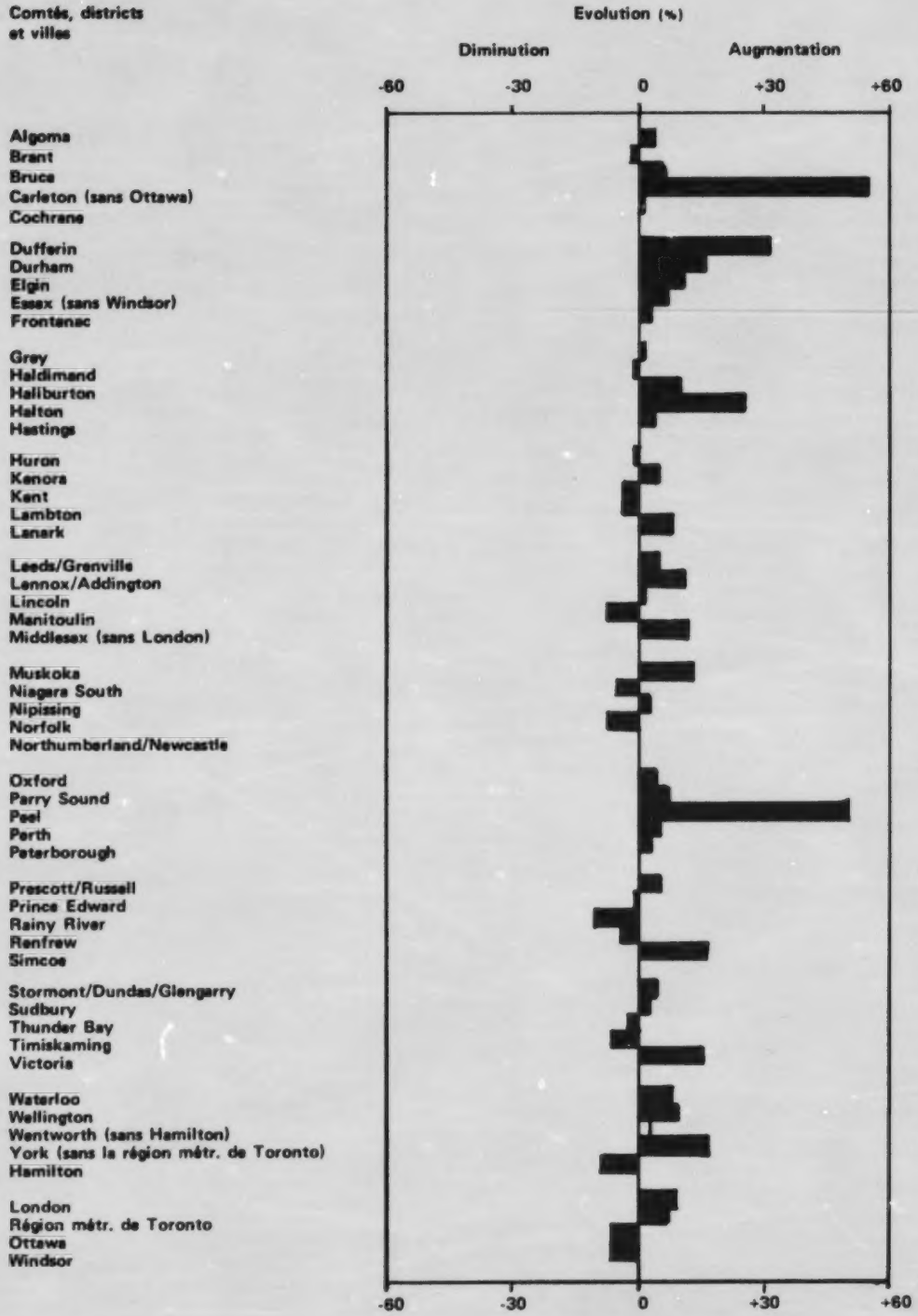
EFFECTIFS DES ECOLES SEPAREES CATHOLIQUES DE L'ONTARIO, 1986–2001



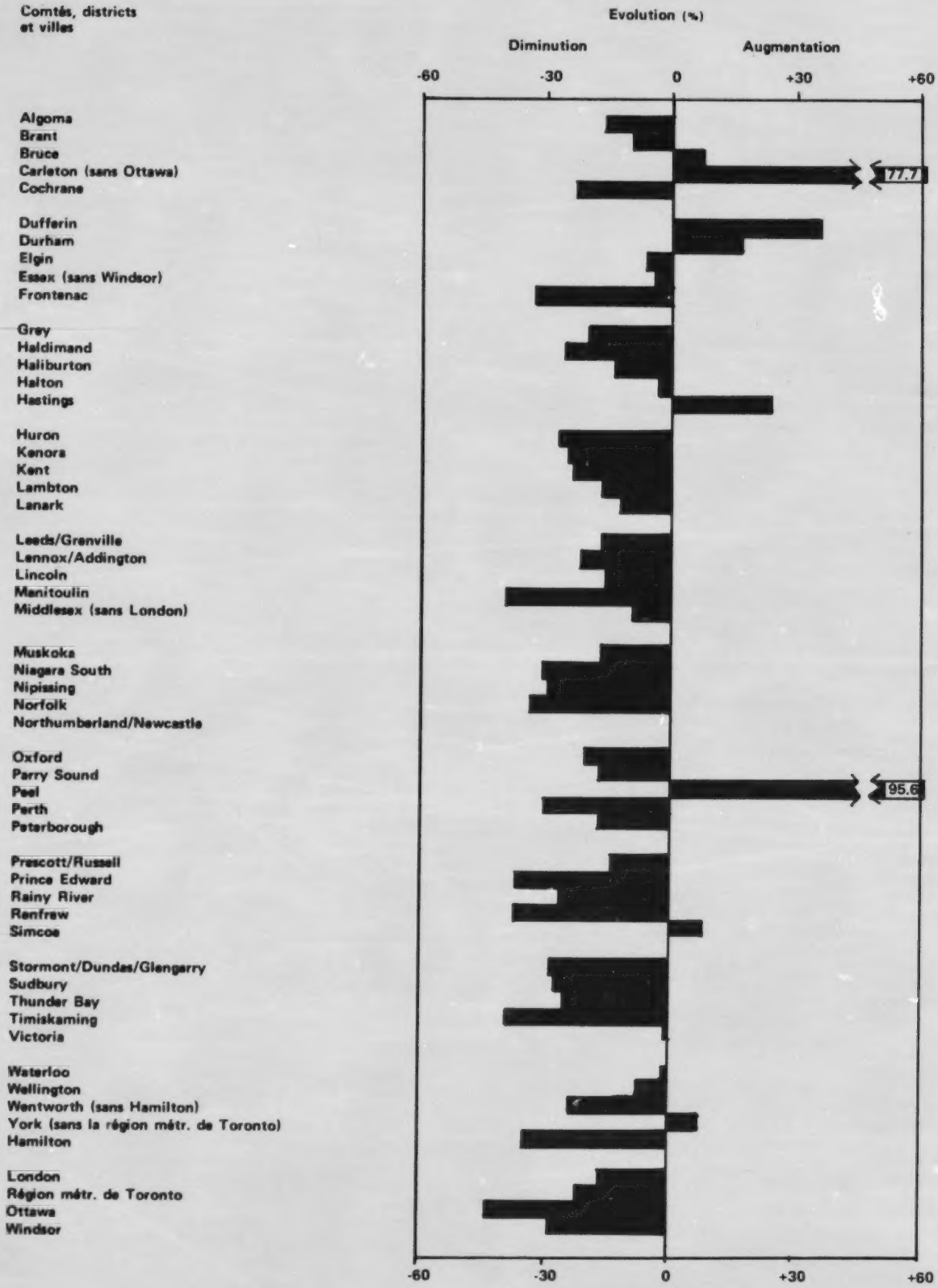
GRAPHIQUE 3.25

EFFECTIFS DES ECOLES SECONDAIRES DE L'ONTARIO, 1971–1977



GRAPHIQUE 3.26

EFFECTIFS DES ECOLES SECONDAIRES DE L'ONTARIO, 1971–1986



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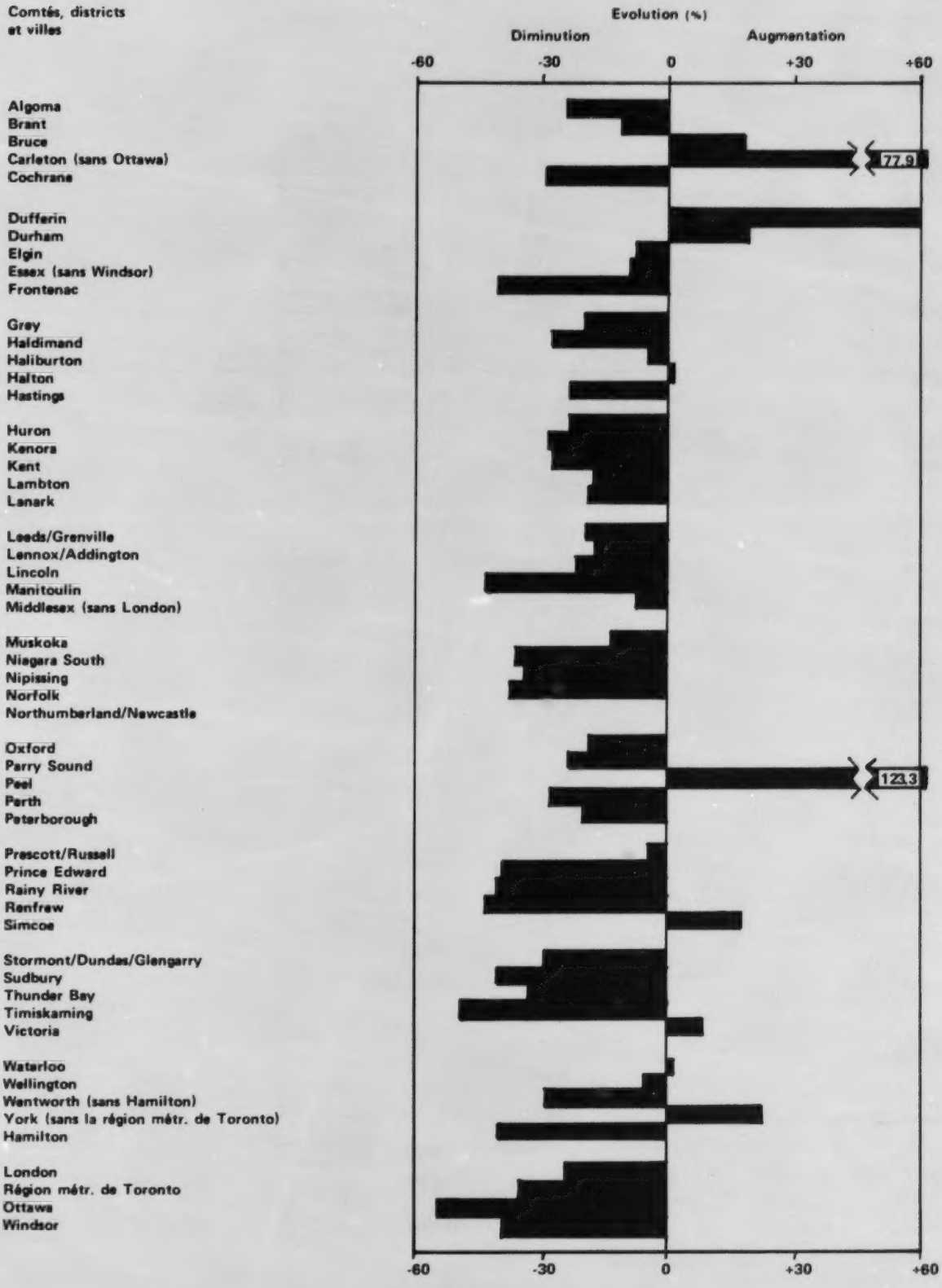
EFFECTIFS DES ECOLES SECONDAIRES DE L'ONTARIO, 1971–1991



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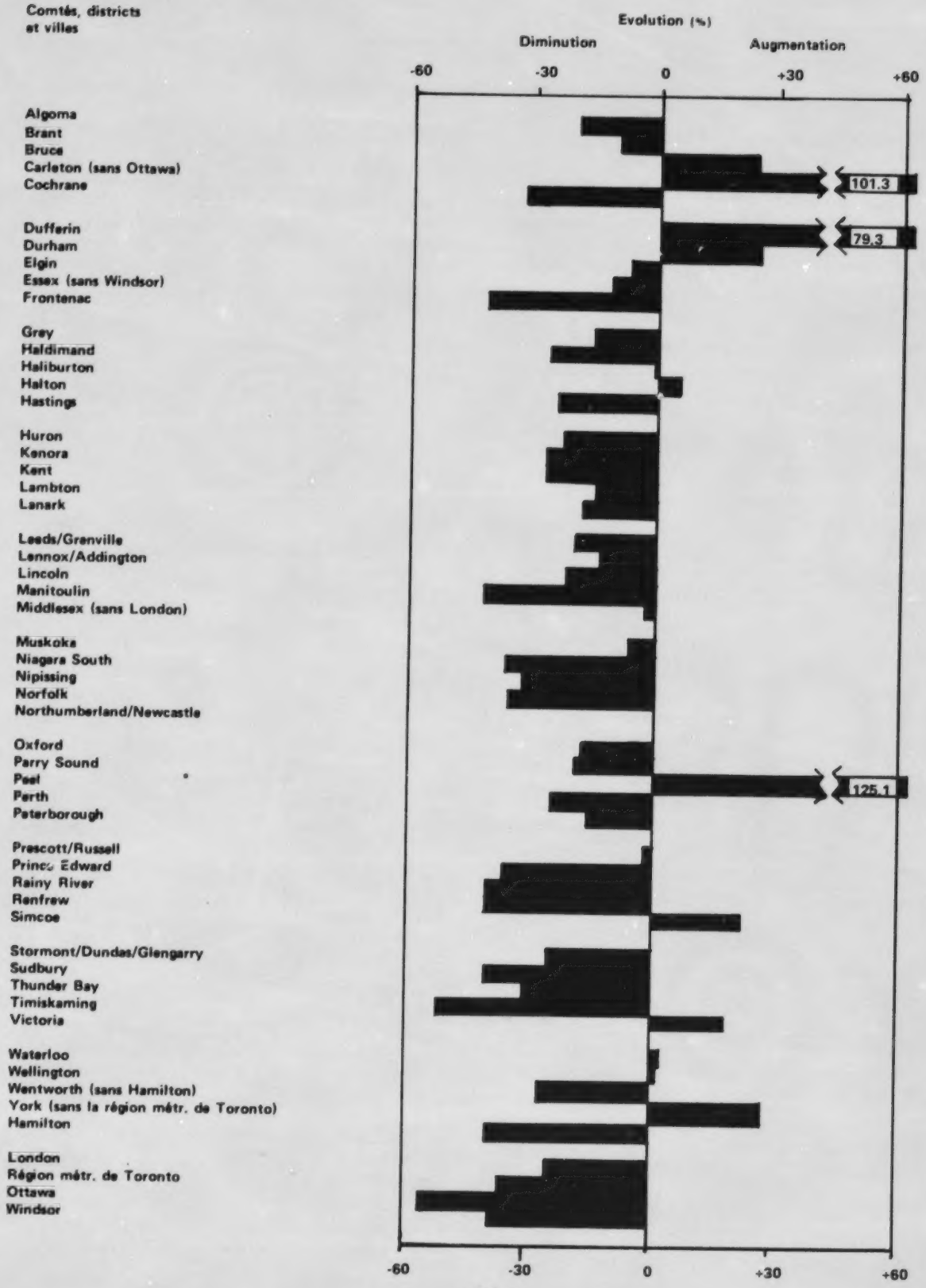
EFFECTIFS DES ECOLES SECONDAIRES DE L'ONTARIO, 1971–1996



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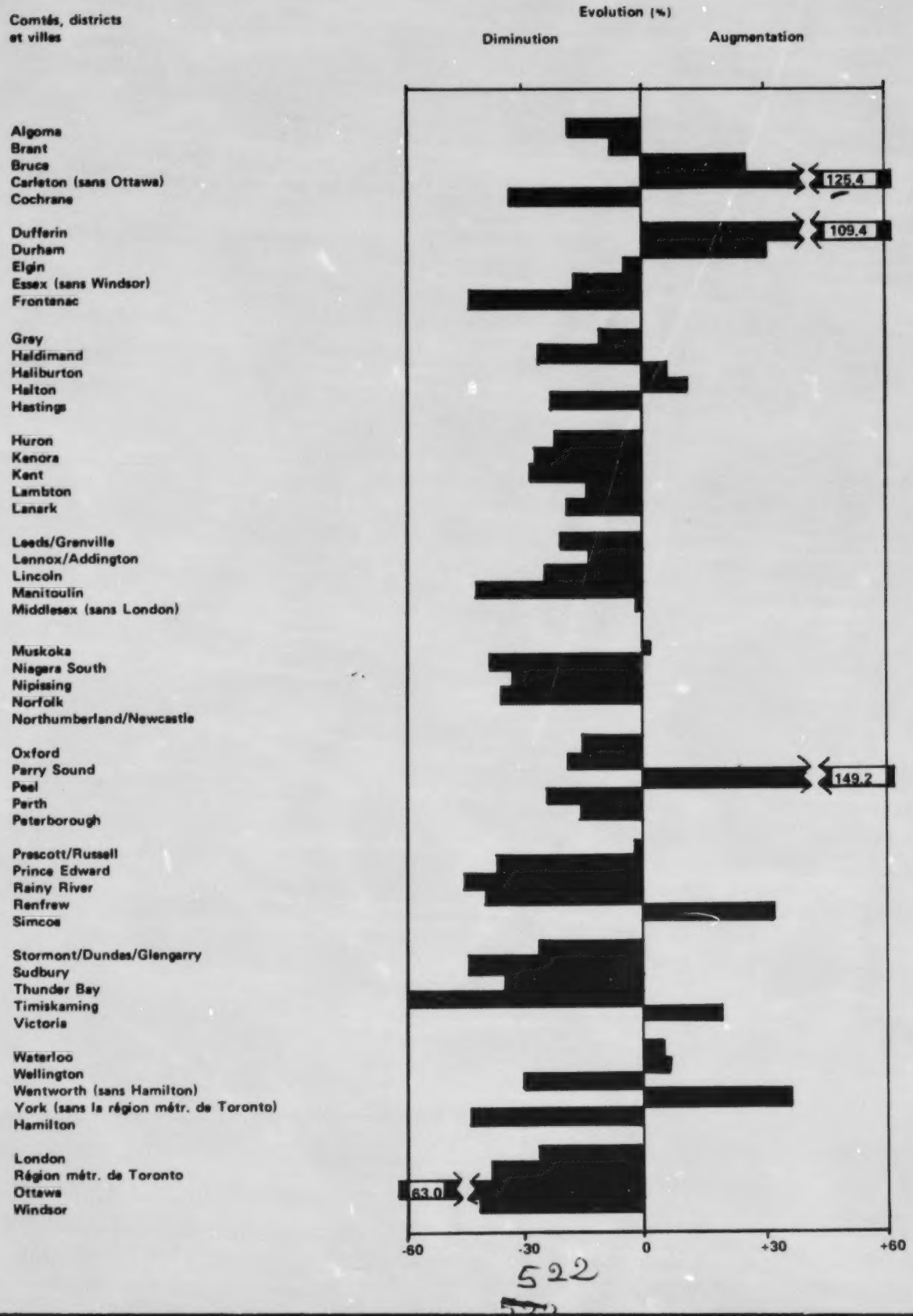
EFFECTIFS DES ECOLES SECONDAIRES DE L'ONTARIO, 1971–2001



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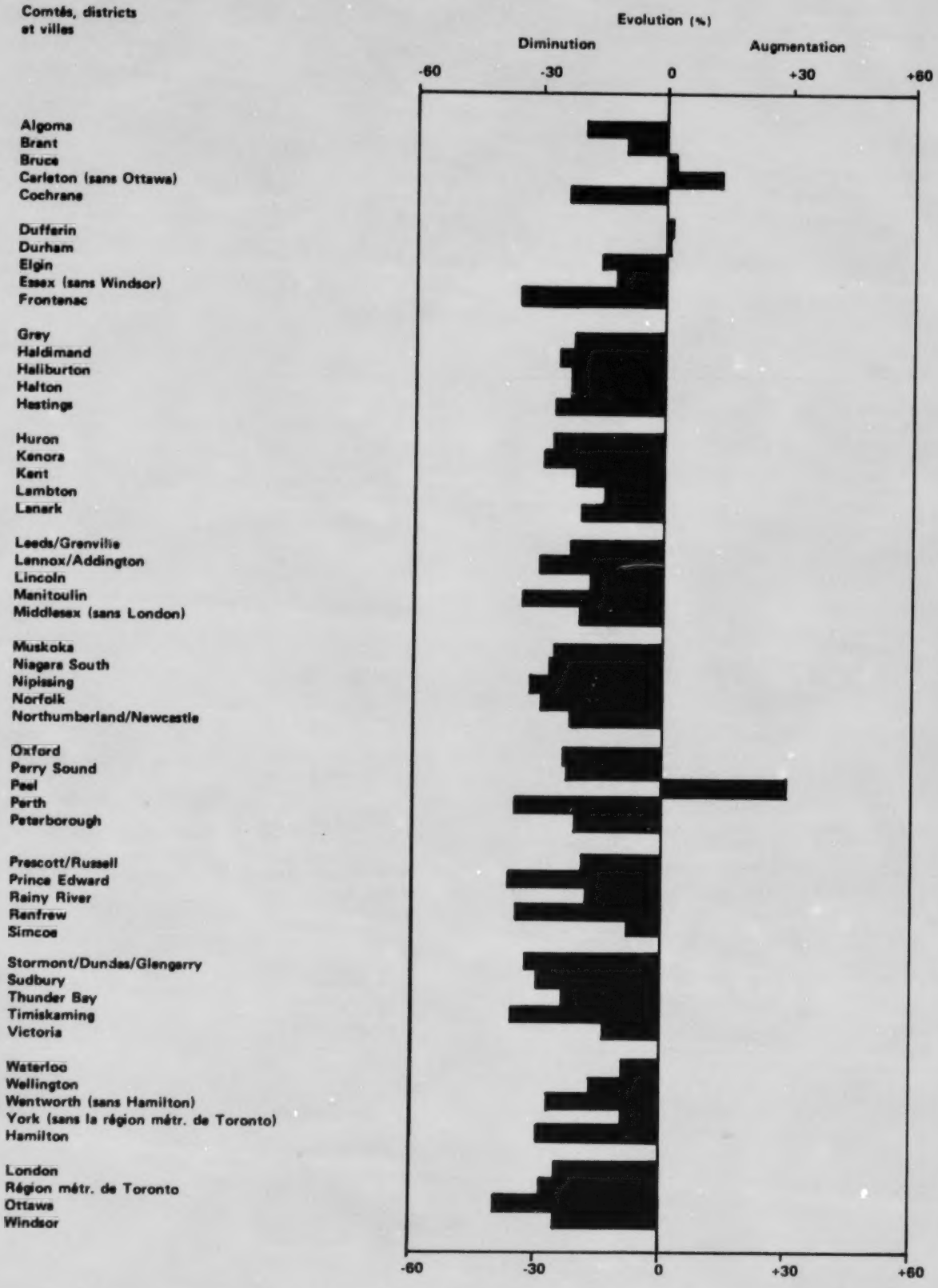
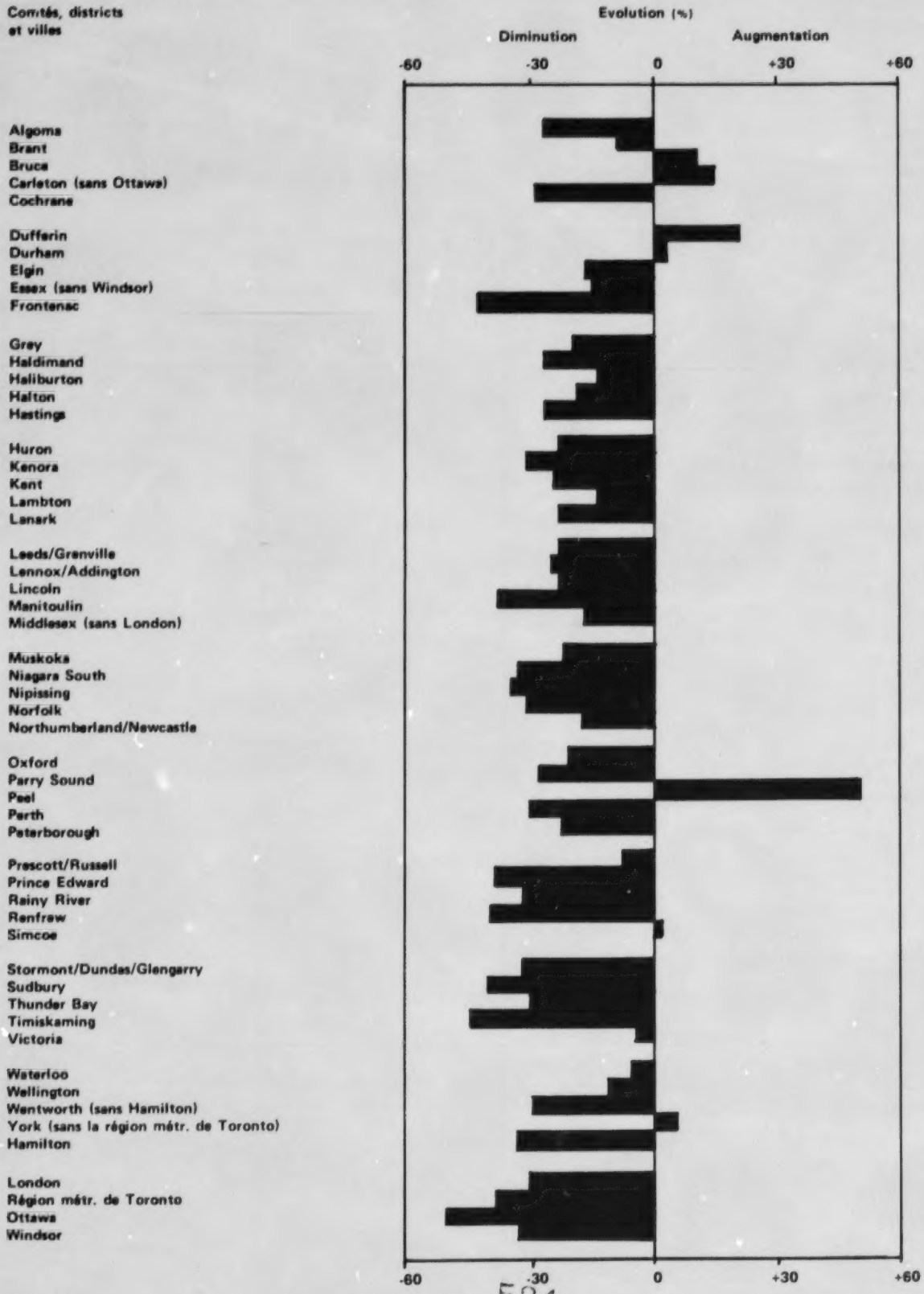
EFFECTIFS DES ECOLES SECONDAIRES DE L'ONTARIO, 1977–1986



GRAPHIQUE 3.31

EFFECTIFS DES ECOLES SECONDAIRES DE L'ONTARIO, 1977–1991



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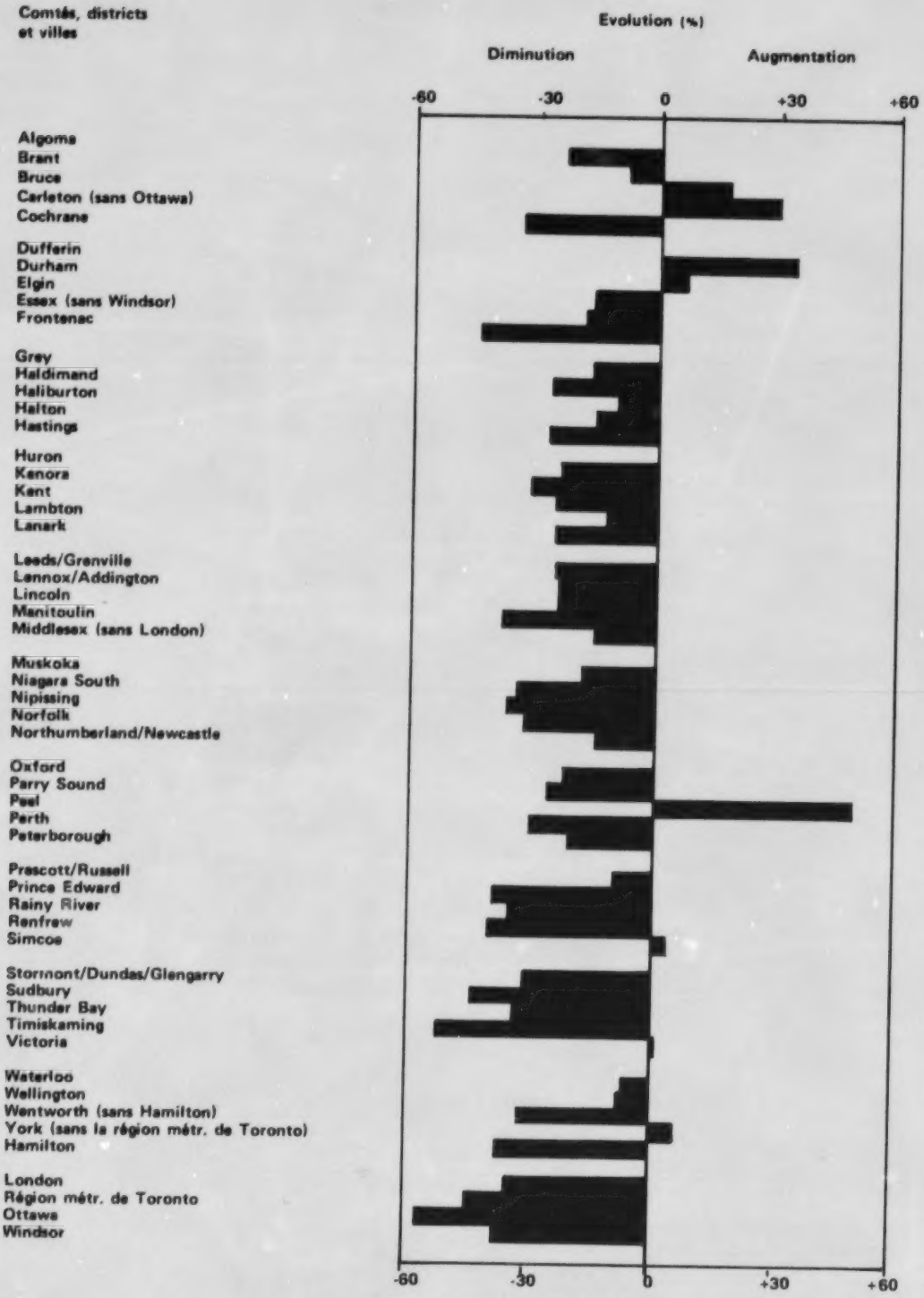
EFFECTIFS DES ECOLES SECONDAIRES DE L'ONTARIO, 1977–1996



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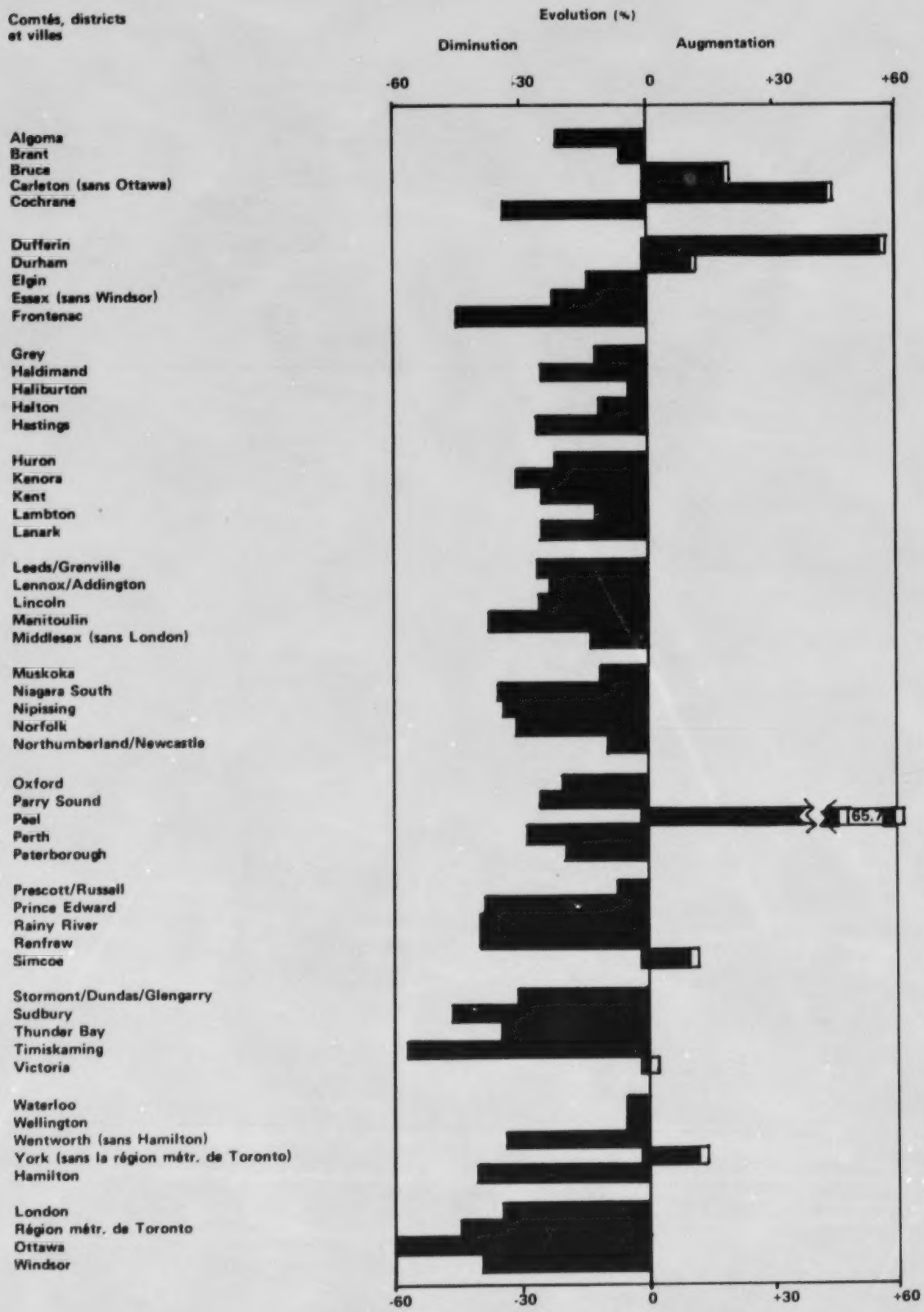
EFFECTIFS DES ECOLES SECONDAIRES DE L'ONTARIO, 1977–2001



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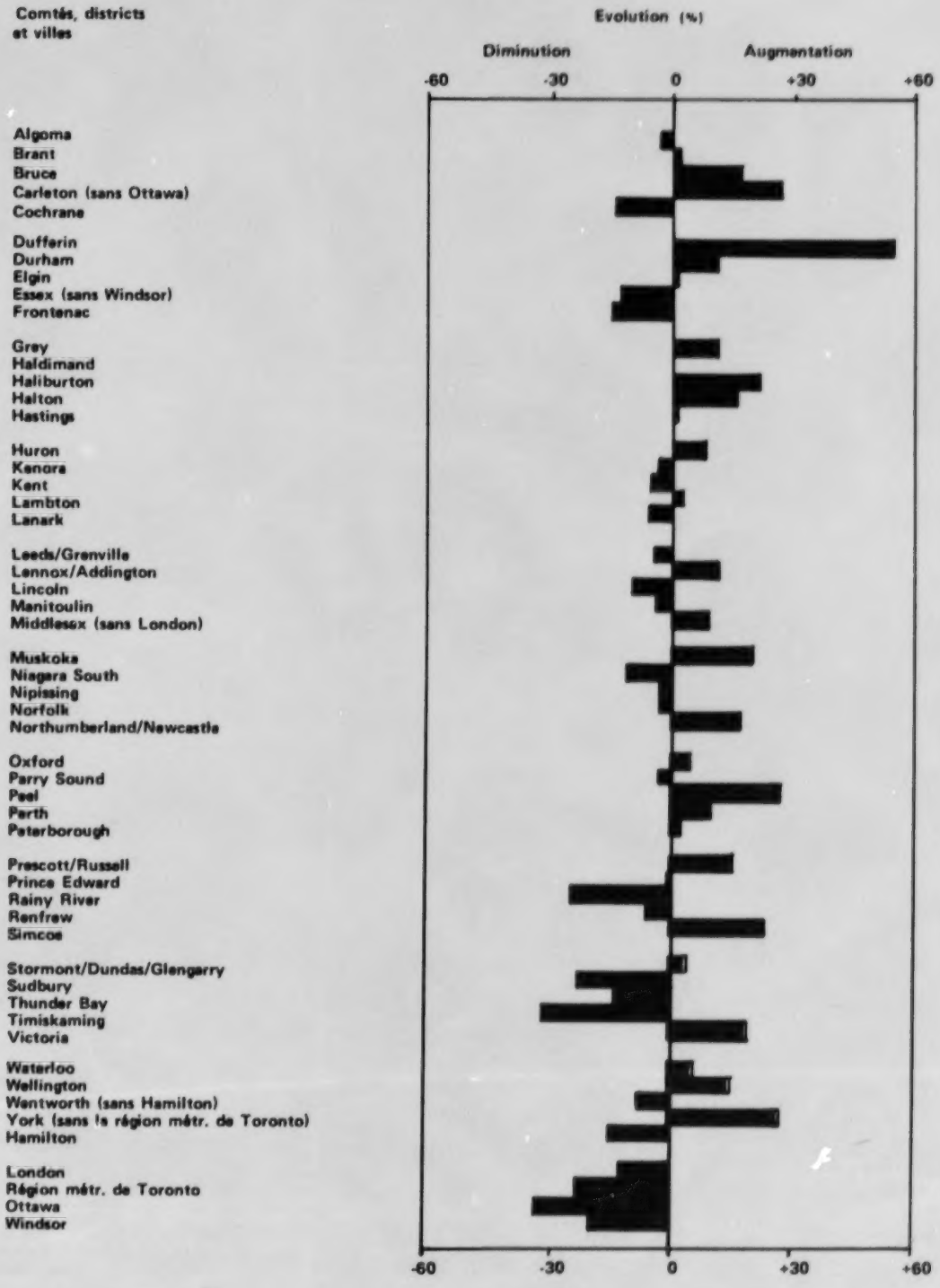
EFFECTIFS DES ECOLES SECONDAIRES DE L'ONTARIO, 1986–2001



Section II

Baisse des effectifs scolaires: incidences et recommandations

Chapitre 4

Incidences de la baisse des effectifs scolaires sur les programmes scolaires

Partie I: L'enseignement public

Il y a un an -- le lecteur s'en souviendra -- je craignais que la baisse des effectifs scolaires n'affecte considérablement la qualité de l'enseignement. Je le mentionnais d'ailleurs il y a quelques mois dans mon deuxième rapport provisoire:

> Ma crainte de voir diminuer la qualité de l'enseignement par suite de la réduction des effectifs scolaires a été renforcée par ce que j'ai entendu aux audiences de la Commission et par les rapports et mémoires que j'ai lus. La crainte d'une diminution de l'éventail des programmes offerts est justifiée. En effet, dans certaines écoles élémentaires, l'enseignement des arts, de la musique et du théâtre a déjà été touché. On peut s'attendre à ce que le vaste éventail de programmes actuellement offerts aux élèves du niveau secondaire diminue considérablement.

A l'heure actuelle, je crois que ces propos méritent d'être quelque peu nuancés. En effet, grâce aux efforts appropriés, notamment en matière de planification, il ne sera vraisemblablement pas nécessaire de réduire l'éventail des cours offerts dans la plupart des écoles. En outre, rien n'indique que ces réductions doivent être permanentes et qu'on ne pourrait pas y remédier après une certaine réorganisation du système.

L'équipe chargée de conseiller la Commission en matière de programmes, notamment les plus touchés par la diminution du nombre d'élèves, a effectué deux études à l'échelle de la province. Elle a d'abord envoyé un questionnaire aux conseils scolaires et aux enseignants sur les répercussions de la baisse de la clientèle scolaire sur les programmes depuis trois ans et sur les effets de ce phénomène au cours des cinq prochaines années. Elle a ensuite recueilli l'avis de quelque 90 agents de supervision des programmes. Les résultats de ces deux études ont été très utiles.

J'ai pris connaissance de tous les renseignements disponibles (qui portent surtout sur l'aspect financier) et examiné les recherches sur les programmes et les effectifs scolaires faites en Ontario et ailleurs. Je suis d'avis que les résultats ambivalents de ces efforts empiriques pour déterminer les effets des fluctuations des effectifs sur les programmes sont des témoignages valables et correspondent à un état de choses que je résumerais ainsi:

> Dans la plupart des cas, la chute des effectifs scolaires n'a pas affecté de façon importante la qualité ou la diversité des programmes offerts aux élèves, et si des mesures appropriées sont prises, elle ne devrait pas les affecter. Mais le maintien de cette qualité et de cette diversité a entraîné un accroissement de la tâche de plusieurs enseignants et administrateurs. Dans la plupart des cas, la réduction des programmes et l'accroissement de la tâche des enseignants ne dureront que le temps nécessaire à la réorganisation. Pour faciliter la tâche des enseignants et des élèves durant cette période, les conseils scolaires doivent pouvoir compter sur des ressources accrues par élève. Ce n'est que dans de très rares cas que la réorganisation ne pourra pas empêcher la réduction des programmes.

Parmi les répercussions négatives les plus évidentes de la diminution du nombre d'élèves sur les programmes, mentionnons les complications dans le fonctionnement quotidien des écoles. En effet, le fonctionnement d'une école exige la mobilisation d'un certain nombre d'enseignants et spécialistes des différents services et expériences pédagogiques que nous voulons offrir à nos enfants, la répartition des élèves en un certain nombre de groupes suffisamment nombreux pour constituer une classe (ou un groupe de travail) à des coûts unitaires acceptables, et l'organisation du matériel et des installations que le système scolaire a toujours fournis à ses enseignants et autres spécialistes. Il s'agit là des mêmes problèmes "d'économies d'échelle" que pour le financement scolaire. Lorsqu'une école ou un conseil scolaire ne peut continuer à dispenser le même enseignement de qualité à un nombre restreint d'élèves sans accroître les coûts par élève, il est aux prises avec des problèmes d'économies d'échelle ou, plus précisément, de déséconomies par suite de la réduction de ses activités.

Cela soulève une question très importante pour la stratégie de la mise en oeuvre des politiques scolaires. La plupart des problèmes de la qualité de

l'enseignement (ou d'économies d'échelle) découlant de la baisse des effectifs scolaires sont-ils de courte durée, de longue durée ou permanents? J'appellerai "de courte durée" les problèmes qui se résorberont normalement en moins de trois ans; de "longue durée", ceux qui dureront vraisemblablement plus de trois ans, mais dont on peut entrevoir la fin; "permanents", ceux qui dureront vraisemblablement plus de trois ans, mais dont la fin n'est pas prévisible. Je dois malheureusement avouer que personne n'a de conclusion bien arrêtée sur cette question, qui demande beaucoup de discernement.

Il existe de nombreuses études sur les problèmes d'économies d'échelle en matière scolaire, mais très peu ont trait au fonctionnement des écoles de l'Ontario. De toute façon, une documentation plus abondante à ce sujet ne nous serait guère utile, car toutes ces recherches concordent généralement. Ces études (sur les problèmes de l'Ontario et ceux d'ailleurs) sont utiles pour ceux qui doivent prendre les décisions. Deux études en particulier m'ont influencé: celle de E. Brock Rideout (Service de l'administration scolaire, Institut d'études pédagogiques de l'Ontario), sur la "taille critique" ou le nombre d'élèves en-deçà duquel les coûts par élève sont particulièrement sensibles aux fluctuations de la clientèle (voir, par exemple, E.B. Rideout, The Effect of Elementary School Size on Operating Cost Per Pupil, rapport d'une étude faite pour le ministère de l'Education et présentée à l'Ontario Education Research Conference, 3 décembre 1977); et celle de Donald A. Dawson (Department of Economics, McMaster University, ex-membre du Conseil économique de l'Ontario), qui porte sur les économies d'échelle dans les systèmes scolaires comme phénomène général (voir, par exemple, D.A. Dawson, Economies of Scale and Cost-Quality Relationships in Elementary and Secondary Schools: A Survey, Document de travail n° 4, Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario, 1978). Je n'endosse toutefois pas sans restriction les conclusions de MM. Rideout et Dawson, et ne prétends pas que les lecteurs seront influencés par ces auteurs de la même façon que je l'ai été.[1]

Je suis d'avis que la plupart des problèmes relatifs à la diminution de la qualité de l'enseignement ou aux coûts par élève par suite de la baisse des effectifs

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[1] Voir également les rapports préparés pour cette Commission par M. R.C. Kumar, qui font partie des mini-études (n° 3 et n° 10) consacrées spécialement aux problèmes de la diminution de la clientèle au niveau des conseils scolaires.

scolaires sont de courte durée. Ce sont des problèmes d'organisation, qui constituent sans doute des défis de taille pour nos administrateurs, mais qui devraient normalement se résorber en moins de trois ans. (Dans le cas des conseils scolaires dont la clientèle diminuera sans arrêt pendant plus de dix ans, ils dureront naturellement plus longtemps.) Un petit nombre de ces problèmes sera de longue durée, notamment ceux qui ont trait à l'utilisation efficace et économique des ressources (généralement des immeubles) et à la recherche de solutions satisfaisantes aux problèmes socio-économiques et politiques résultant d'une dépendance accrue envers le transport par autobus. Seuls quelques rares problèmes seront permanents: il s'agira généralement de ceux qui ne peuvent se régler par une réorganisation des systèmes ou que les administrateurs ne pourront résoudre à notre satisfaction, ni dans trois ans, ni même dans trente ans. Ce sera surtout le cas, par exemple, de quelques petits conseils scolaires de régions isolées et très peu peuplées, ou d'un petit nombre d'écoles relevant parfois de conseils scolaires importants, mais situées dans des régions isolées et peu peuplées. Dans ces cas particuliers, les problèmes de l'augmentation des coûts par élève ou de la diminution de la qualité des programmes résultant de la chute des effectifs scolaires ne seront pas réglés à notre satisfaction par la fermeture de classes ou d'écoles, la fusion d'écoles ou le transport par autobus. Le fonctionnement de ces écoles sera généralement caractérisé en permanence par des programmes insuffisants ou des coûts par élève très supérieurs à la moyenne.

Je ne considère donc pas les problèmes d'organisation et d'administration découlant de la baisse de la clientèle scolaire comme une menace insurmontable pour les programmes scolaires. En effet, ces problèmes peuvent être réglés, et ils sont en voie de l'être. Cela demande évidemment du temps, mais pour que les élèves ne soient pas trop gênés en période de réorganisation, il faudra accroître les ressources ou accepter des coûts par élève plus élevés que d'habitude. (Voir à ce sujet les recommandations du Chapitre 10, page 300.)

Un autre problème, que les membres de l'équipe des programmes (ainsi que de nombreuses personnes qui ont présenté des mémoires ou des observations à cette Commission) considèrent comme une grave menace à la "philosophie des programmes de l'Ontario", me préoccupe bien davantage. Cette "philosophie" (ou

ces principes) comporte trois grandes caractéristiques: (1) décentralisation et partage de la prise de décisions, (2) égalité des chances pour tous les élèves (3) très grande liberté de choix parmi un vaste éventail d'options. Il faut bien admettre que l'existence de ces principes peut être menacée, mais les risques seront moindres si nous en sommes conscients.

Si nous considérons ces trois éléments comme des objectifs à atteindre, il nous faut reconnaître qu'ils se font parfois concurrence, c'est-à-dire que nous devons parfois en privilégier un au détriment d'un autre. Par exemple, nous pouvons accroître l'égalité des chances par une plus grande centralisation et une restriction des options, ou encore mettre l'accent sur la décentralisation et les choix des élèves, mais au détriment de l'égalité des chances pour tous. Comme les ressources de la plupart des conseils scolaires diminuent parallèlement à la baisse de leur clientèle (que cette réduction soit proportionnelle ou non), il faudra envisager certains changements dans les catégories et les niveaux de dépenses. Il peut arriver qu'un conseil scolaire se trouve dans une situation délicate, par exemple s'il doit prendre l'une des décisions suivantes: (1) réduire sa participation à l'élaboration des programmes (notamment à l'étape de la conception -- selon les programmes-cadres du ministère de l'Education -- de cours d'étude et de matériel d'apprentissage mieux adaptés aux besoins locaux); (2) opter pour un compromis dans les normes souhaitables relativement aux services pédagogiques directs (par exemple, augmentation du ratio élèves/enseignant); (3) réduire l'éventail des programmes offerts aux élèves.

Rappelons qu'il s'agit là de choix légitimes que de plus en plus de conseils scolaires devront faire en raison de la baisse de leur clientèle. Ces choix relèvent de décisions politiques, mais si un conseil scolaire sacrifie un de ses objectifs pour en privilégier ou en maintenir un autre, cela ne veut pas dire nécessairement qu'il abandonne ou modifie ses buts, ses valeurs ou sa philosophie.

Les conseils scolaires importants, notamment ceux dont les ratios évaluation/élèves sont élevés, ont toujours été privilégiés quant aux ressources qu'ils pouvaient consacrer à la conception et à la mise au point de programmes et de matériel d'apprentissage. Certains verront maintenant leurs possibilités ramenées, à ce chapitre, au niveau de celles des conseils scolaires moins importants. En vue d'augmenter l'efficacité des dépenses d'un conseil scolaire consacrées à l'élaboration de programmes, je présente les deux recommandations suivantes, étroitement reliées:

> Que les conseils scolaires collaborent davantage entre eux dans la préparation de programmes et de matériel d'apprentissage. Que les fonctionnaires régionaux du ministère de l'Education soient invités à fournir leurs services pour favoriser et coordonner la collaboration au niveau régional et, en certains cas, entre les régions.
>
> Que le ministère de l'Education mette sur pied une équipe composée de fonctionnaires du ministère et de spécialistes de l'extérieur pour conseiller et seconder les conseils scolaires et les groupes de conseils scolaires dans la préparation de programmes et de matériel d'apprentissage. La consultation de cette équipe doit se faire par l'entremise des fonctionnaires régionaux. L'équipe de consultation n'entrera en fonctions qu'après avoir suivi un programme de formation de trois mois préparé conjointement par le ministère de l'Education, l'Ontario Teachers' Federation, l'Ontario Association of Educational Administrative Officials, les facultés de pédagogie et les conseils scolaires.

L'efficacité de cette équipe de conseillers ou de tout autre moyen utilisé pour encourager l'autonomie des conseils scolaires dans l'élaboration de programmes, dépendra de l'importance que le ministère accordera, autant dans ses programmes-cadres que dans leurs exposés généraux, à la participation locale à la prise de décisions, qui est un élément essentiel de notre système d'élaboration de programmes scolaires. Cette équipe doit comprendre que son rôle consiste à encourager et à promouvoir les efforts de planification au niveau local, et non à s'y substituer.

Si nous voulons maintenir l'égalité des chances pour tous, nous devons prendre immédiatement des mesures énergiques pour protéger les élèves dont les programmes scolaires risquent d'être réduits par suite de la baisse de la population scolaire, même si, comme je l'ai mentionné plus haut, ce problème n'est pas et ne sera vraisemblablement pas généralisé. Il y a toujours eu des "écoles marginales", qui peuvent à peine maintenir un programme acceptable, et

il y en aura de plus en plus (même s'il ne s'agit là que de cas exceptionnels n'affectant qu'un faible pourcentage de notre population scolaire). Au nom de ce que j'ai appelé plus haut notre "philosophie des programmes" et dans l'intérêt des élèves de ces écoles marginales, je reprends ici l'une des recommandations de mon deuxième rapport provisoire:

> Que le ministère de l'Education prenne immédiatement les mesures nécessaires pour s'assurer que toutes les écoles de la province dispensent l'ensemble minimum des cours et services prévus par les politiques du ministère. Au besoin, le comité de supervision du ministère pourrait se charger de cette tâche.

Pour certains fonctionnaires du ministère, je sais qu'il peut s'agir là d'une recommandation invitant le ministère à poursuivre ce qu'il fait. Même si cette interprétation, dans une certaine mesure, est fondée, je maintiens néanmoins ma recommandation et la renouvelle. Je me dois d'agir ainsi, malgré les critiques, en raison des mémoires et des témoignages présentés lors des audiences de cette Commission. En outre, il serait sage que le ministère augmente considérablement et de façon visible ses efforts dans cette direction, ne serait-ce que pour s'assurer que j'ai raison de prétendre que seul un petit nombre d'écoles verront leurs programmes affectés par la baisse de leur clientèle.

Les programmes de base

Comme je viens de le mentionner, nous devons être assurés que chaque école dispense l'ensemble minimum des cours et services prévus par les politiques du ministère. Voyons en quoi consiste ou pourrait consister ce programme de base.

Nos écoles constituent aujourd'hui des ensembles culturels très diversifiés. En outre, elles sont au service d'un éventail d'aptitudes plus grand que par le passé et auxquelles nous sommes beaucoup plus sensibles. Pour répondre aux différents besoins des populations qu'elles desservent, nous avons eu tendance à identifier des "besoins nouveaux" et à insérer dans nos programmes scolaires des éléments correspondant à ces besoins.

Le programme qui en est résulté présente des forces et des faiblesses évidentes, mais il est riche et diversifié et répond à une foule d'intérêts, d'orientations et d'aptitudes. Par ailleurs, la hiérarchie de ses objectifs est loin d'être claire. Aussi lui reproche-t-on souvent de manquer d'unité et de négliger quelque peu "l'essentiel".

Je ne souscris à aucun de ces mouvements de "retour à l'essentiel", du moins tels que je les perçois. Mais je crois que les responsables des politiques d'un système scolaire public qui ne tenteraient pas de comprendre les préoccupations qui se cachent derrière le refrain habituel de nombreux tenants du retour à l'école traditionnelle manqueraient de perspicacité.

Il est peu probable qu'en cette période de baisse de la clientèle scolaire, qui se traduira presque inévitablement par une réduction des ressources totales (pas nécessairement par élève) allouées à l'éducation, sans compter un accroissement de la concurrence entre les différents services publics, nous soyons en mesure d'améliorer les programmes ou de tenir compte des besoins nouveaux en augmentant l'éventail des programmes déjà existants. Pour effectuer un changement dans les programmes, il faut généralement sacrifier l'un de ses éléments pour permettre à un élément nouveau d'y prendre place. Dans ces conditions, il est important de s'entendre sur un programme de base que toutes les écoles de la province doivent offrir et conserver, malgré tous les changements qui peuvent survenir.

A mon avis, un programme de base présente de nombreux avantages:

1. Il est essentiel à la promotion de l'égalité des chances pour tous.

2. Il sert de référence aux conseils scolaires dans l'élaboration de leurs propres priorités en matière de cours et services lorsque des contraintes financières entraînent certaines restrictions.

3. Il offre une structure sur laquelle nous pouvons greffer notre vision sociale ou l'image que nous nous faisons de nos écoles et de ce que nous voulons qu'elles soient. (Cela n'empêche pas une saine concurrence entre les groupes d'intérêts particuliers).

4. Il empêche que le respect et l'appréciation de la diversité ne deviennent la poursuite de la diversité en soi. A cet égard, rappelons qu'un programme ne peut pas et ne doit pas refléter tous les styles de vie, et que l'environnement scolaire ne facilite pas toujours l'apprentissage.

5. Il présente un énoncé clair de ce que nous attendons de l'école et établit la responsabilité des différents niveaux du système scolaire.

Toutefois cet "ensemble minimum des cours et services prévus par les politiques du ministère" n'a pas encore été bien précisé dans les faits. Il nous faut donc préciser certaines étapes en ce sens, telles que dresser la liste des cours et services obligatoires mentionnés dans la Circulaire P1J1, Les années de formation, du ministère de l'Education. C'est pourquoi je fais la recommandation suivante:

> Qu'un programme de base soit élaboré pour toutes les écoles de l'Ontario, de la maternelle à la 13^{e} année, et qu'il soit mis à l'essai officiellement par le ministère de l'Education.

Politique sociale et programmes scolaires

Comme l'école reflète la société qu'elle dessert, il s'ensuit généralement que les programmes doivent évoluer parallèlement aux préoccupations, perceptions et intérêts de la société. Pour certains, l'un des objectifs de l'école publique étant la réforme sociale, les programmes scolaires doivent permettre de régler les problèmes sociaux courants. Cette perception de l'école, instrument de réforme au service de la collectivité, a inspiré de nombreuses suggestions présentées à cette Commission.

J'ai reçu d'innombrables suggestions visant à transformer le système scolaire en agence de santé publique, de services aux personnes âgées ou de centres communautaires. Je sais que les recommandations très prudentes que je présente sur la structure du système scolaire (sa mission et ses relations avec les autres organismes gouvernementaux et la collectivité) décevront les tenants enthousiastes de la "réforme sociale par le biais de l'école".

Mais je crois qu'un examen attentif du mandat des conseils scolaires et de leurs sources de revenus ne peut que freiner l'enthousiasme relativement à un élargissement soudain du rôle social de l'école. Si l'on considère en outre la nature spécialisée des services que l'école a coutume d'offrir et la "division des tâches" qui existe entre les conseils scolaires et les municipalités, et

entre le ministère de l'Education et les autres ministères, ces projets d'élargissement de la réforme sociale ou même du rôle social de l'école risquent de s'évanouir. Les complications qu'entraînerait la réorganisation des systèmes scolaires pour s'adapter aux fluctuations de leur clientèle, sans compter la réduction des ressources globales des conseils scolaires par suite de la baisse de la population scolaire, convaincront la plupart que le moment est plutôt mal choisi pour prôner l'élargissement du rôle social de l'école. Pour revenir à notre sujet -- les programmes scolaires -- je renvoie les lecteurs intéressés à une analyse plus approfondie sur le rôle social de l'école au Chapitre I, Section B, de mon deuxième rapport préliminaire.

Mais en analysant les programmes scolaires, il y a un aspect important de l'évolution du rôle social de l'école publique subventionnée qu'il ne faut pas oublier -- l'éducation des adultes ou éducation permanente. Comme je l'ai mentionné dans mon deuxième rapport préliminaire, les activités des conseils scolaires en éducation des adultes augmenteront vraisemblablement, indépendamment des recommandations de cette Commission ou de toute autre, et quelles que soient même les politiques provinciales.

Tout indique que la proportion du groupe d'âge qui a coutume de fréquenter l'école secondaire a cessé d'augmenter au cours des dernières années. Je suppose que les jeunes qui quittent l'école secondaire avant la fin de leurs études le font généralement pour de bonnes raisons. Je n'ai pas l'intention de recommander de hausser l'âge de la fréquentation scolaire obligatoire, ni d'entreprendre une campagne contre l'abandon précoce des études. Mais comme rien n'empêche l'adolescent obligé de quitter l'école à 16 ou 17 ans d'y retourner par la suite, et que je ne crois pas que l'on renverse la vapeur au chapitre des progrès accomplis en matière de fréquentation scolaire obligatoire, je fais donc la recommandation suivante:

> Que le ministère de l'Education et le ministère des Universités et collèges présentent des énoncés coordonnés de leurs politiques sur la formation d'un nombre croissant d'adultes qui n'ont pas terminé leurs études secondaires. Ces énoncés préciseront les initiatives qui pourront être prises pour le "recrutement" d'adultes

ou de jeunes qui ont quitté l'école prématurément, à des cours du niveau secondaire à plein temps ou à temps partiel, dans les domaines scolaire et professionnel, ainsi que les politiques de subventions applicables.

Il n'est pas nécessaire que ces politiques soient fixées pour une longue période de temps. L'un des buts de cette recommandation est d'aider à préciser le rôle des écoles secondaires et des Colleges of Applieds Arts and Technology (CAAT) en matière de formation professionnelle pratique. Pour des raisons d'efficacité, les politiques provinciales relatives au rôle des CAAT et des écoles secondaires ouverts aux adultes désireux de terminer leurs études secondaires ou de suivre un cours professionnel pratique seront déterminées en partie par des études périodiques sur les coûts relatifs des deux systèmes.

Il existe un autre aspect de la politique sociale par rapport aux programmes scolaires: l'importance que les nouvelles perceptions des réalités sociales doivent prendre dans les programmes. Par exemple, des pressions sont exercées, parfois sous forme de politiques publiques précises, pour que les écoles réexaminent certaines idées et attitudes particulières relatives aux notions de race et de sexe. Cette auto-évaluation exige naturellement certaines ressources, et il en faudra encore davantage pour faire les changements nécessaires en vue de modifier les perceptions des élèves. Aux niveaux du conseil scolaire et de l'école, ces activités font partie des tâches courantes entreprises par les autorités locales avec les ressources allouées à l'élaboration des programmes. Si le ministère de l'Education ou le Cabinet désire accélérer ou influencer cette évolution, la meilleure façon de le faire serait d'accorder des subventions spéciales pour l'ensemble des coûts des activités de préparation ou de réorganisation nécessaires ou suggérées.

Matériel d'apprentissage

Par suite de la baisse des effectifs scolaires, ou plus exactement en raison des contraintes financières découlant des fluctuations de la population scolaire, nous devrons redoubler d'efforts pour améliorer l'efficacité du matériel d'apprentissage et le rendement dans l'élaboration et la production de ce dernier.

Dans mon premier rapport préliminaire, j'ai mentionné différents moyens utilisés en Ontario pour la préparation du matériel d'apprentissage sur une vaste échelle. Depuis lors, une étude a été préparée pour cette Commission sur ce qui se fait à cet égard dans d'autres pays[1]. Elle explique notamment le rôle que jouent souvent les centres de préparation de matériel d'apprentissage, caractérisés surtout par une collaboration réciproque entre éditeurs, universitaires, pédagogues et fonctionnaires, pour l'élaboration et l'évaluation de matériel d'apprentissage. Une expérience semblable s'est poursuivie avec succès durant quelques années à l'ancien Ontario Curriculum Institute. Devant le succès de ces initiatives, compte tenu des efforts qu'il nous faudra déployer pour implanter des centres semblables au Canada et à la lumière de notre propre expérience, je présente la recommandation suivante:

> Que le ministre de l'Education, après consultation des parties intéressées, planifie la mise sur pied, à titre expérimental, de centres de préparation de matériel d'apprentissage ou qu'il subventionne les centres déjà existants ou participe à leurs activités.

Enseignement par correspondance

La réputation du service d'enseignement par correspondance de l'Ontario n'est plus à faire. Il pourrait être opportun d'envisager un élargissement des activités de ce service de manière à suppléer à certains cours lorsque le nombre d'élèves ne justifie pas qu'une école maintienne un éventail de cours aussi complet qu'ailleurs. Le recours à un enseignement par correspondance de qualité peut parfois être la solution de rechange à la fermeture d'une école en raison de la réduction des cours et services. L'enseignement par correspondance prendra de plus en plus d'importance dans le contexte actuel.

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[1] J. Kormos, Educators' and Publishers' Perceptions of Quality Curriculum and Instructional Materials During Declining School Enrolments, document préparé pour la Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario, 1978.

Partie III: Aspects particuliers du système scolaire public

Les autochtones

Si les principaux facteurs de la baisse des effectifs dans nos écoles sont la chute de la fécondité et des naissances, il n'en va pas de même pour les populations autochtones de l'Ontario. Les autochtones ont de nombreux problèmes en ce qui a trait à la fourniture des services scolaires, mais ces problèmes n'ont rien à voir avec la diminution de leur population scolaire.

Au cours des deux dernières années, les accords tripartites se sont multipliés entre le gouvernement fédéral, les bandes et les conseils scolaires publics pour confier à des conseils scolaires autochtones l'enseignement aux enfants autochtones. A ma connaissance, neuf conseils scolaires ont signé ces ententes. Certains prétendent que l'empressement des conseils scolaires à participer à ces accords découle dans une certaine mesure de la diminution du nombre d'élèves non autochtones. Mais il y a des relations plus importantes entre ce phénomène et les programmes scolaires.

Certains représentants de bandes ont mis en doute les aptitudes des conseils scolaires publics à fournir des programmes adaptés aux enfants autochtones. En raison surtout de la tendance de ces derniers à abandonner leurs études secondaires, ils ont présenté les observations suivantes:

Les hypothèses culturelles implicites des programmes et du matériel d'apprentissage ne sont pas adaptées aux enfants autochtones.

Dans certaines régions isolées du nord, les enfants autochtones apprennent mieux dans leur propre langue.

Les enfants doivent souvent parcourir de grandes distances, souvent jusqu'à cent milles par jour pour se rendre à l'école.

Ils ne se sentent pas chez eux à l'école.

Les parents ne sont pas en mesure de comprendre ce que font leurs enfants.

Les contrats sont négociés avec un conseil scolaire particulier et portent sur certaines écoles, de sorte que les élèves doivent fréquenter une école donnée, même s'ils n'en sont pas satisfaits.

Dans l'esprit des recommandations sur les programmes pour le système scolaire en général, je fais les recommandations suivantes dans le cas des écoles autochtones:

Que les liens communautaires encouragés par les programmes-cadres I, II et III (en cours d'élaboration) publiés sous le titre "Les Autochtones" soient poursuivis et élargis en vue d'offrir aux élèves autochtones des programmes qui respectent le plus possible leur culture sans les confiner pour autant dans un ghetto culturel, par exemple en recourant de plus en plus aux enseignants autochtones.

Que le ministère de l'Education, en collaboration avec les conseils scolaires, encourage la création d'une équipe d'orientation scolaire sensibilisée à l'éventail des options offertes aux élèves autochtones.

Que le ministère de l'Education et les conseils scolaires encouragent les autochtones à se prévaloir de leurs droits de participation aux affaires scolaires, y compris l'accès aux postes électifs.

Français, langue seconde

Les dispositions en vigueur actuellement pour le financement du programme de français, langue seconde (FLS) ont été annoncées par le ministère de l'Education en avril 1977. Les subventions sont fondées sur le nombre d'heures-élèves consacrées à l'étude du français ou d'autres matières enseignées en français. Lorsqu'une école offre un programme de base en français, il devient obligatoire pour tous les élèves du niveau scolaire auquel il est offert. En outre, le ministère souhaite que tous les conseils scolaires de la province offrent des cours d'immersion en français aux élèves qui le désirent.*

La plupart des conseils scolaires entendaient se prévaloir davantage des subventions généreuses allouées aux programmes de français, langue seconde,

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*1. On entend par programme régulier ou programme de base le programme actuel, c'est-à-dire l'enseignement en français, langue seconde.

2. Un programme intensif comprend deux éléments: le programme en français, langue seconde, et une ou plusieurs matières enseignées en français.

3. Dans les cours d'immersion, 70% au moins de l'enseignement se donne en français au cours de la première année, quel que soit le niveau scolaire. Ce pourcentage peut varier par la suite.

notamment en offrant des cours d'immersion et des programmes intensifs. Cependant, en raison de la diminution du nombre global d'élèves, il serait étonnant d'enregistrer un plus grand nombre d'inscriptions au cours de français, langue seconde, malgré l'augmentation des programmes. A la lumière de plusieurs études dont j'ai pris connaissance et des données du ministère de l'Education, ce nombre devrait diminuer de 4 à 5% d'ici 1980-1981. Si les inscriptions aux cours d'immersion et aux programmes intensifs augmentent, le nombre de professeurs à temps plein de français, langue seconde, devrait diminuer de 3 à 4%.

Il se peut que les problèmes de réorganisation des activités (signalés dans les chapitres précédents) découlant de la baisse des effectifs dans les écoles compliquent la gestion des programmes séquentiels de français, langue seconde. Une augmentation du nombre de classes à divisions multiples et du nombre d'enseignants itinérants (travaillant moins d'une journée dans la même école) peut causer plus de difficultés aux professeurs de français qu'à la plupart des autres enseignants. Les problèmes peuvent être aggravés dans les écoles qui offrent d'autres programmes tels que les cours d'immersion et les programmes de base, ce qui diminue le potentiel d'inscriptions pour chacun d'eux.

Selon le ministère de l'Education, l'expansion des programmes de français, langue seconde, ne devrait pas entraîner de déplacement important chez les enseignants unilingues anglophones.

> "... il ne faut pas oublier que plusieurs conseils scolaires entreprendront l'expansion de leurs programmes de français dès 1977-1978, mais que l'impact principal ne se fera sentir que progressivement, au cours des années suivantes. L'érosion normale des effectifs et une planification rigoureuse devraient être suffisantes pour réduire au minimum les problèmes de déplacement de personnel. En outre, la possibilité de suivre de courts programmes d'immersion en français peut suffire, en certains cas, à permettre aux enseignants qui le désirent de passer facilement aux programmes de base en français."[1]

Ce document précise en outre:

> "Comme l'enseignement du français prendra de plus en plus d'importance en Ontario au cours des années à venir, le besoin de professeurs compétents augmentera... L'importance accordée récemment aux programmes de français contribuera en outre à attirer un plus grand nombre de candidats aux programmes de formation de professeurs de français, langue seconde. Enfin, un grand nombre d'enseignants qui ont les qualifications

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[1] Teaching and Learning French as a Second Language, 17 avril 1977, ministère de l'Education, Ontario.

> et la compétence nécessaires pour enseigner le français ont opté pour une autre matière. Un grand nombre d'entre eux se dirigeront vraisemblablement vers l'enseignement du français, en raison de l'importance accrue de cette matière et de l'amélioration prévisible des conditions de travail dans ce domaine."

Le ministère a mis au point un plan en sept étapes pour augmenter le nombre de professeurs de français compétents: cours d'été, nouveau centre d'immersion en français, remboursement des frais de déplacement et de scolarité des enseignants inscrits au centre d'immersion, nouveaux cours d'immersion à l'intention des futurs diplômés, etc.

La fluctuation des besoins en professeurs de français, langue seconde, peut entraîner un autre problème à court terme: la diminution des exigences. Par ailleurs, la baisse de la clientèle scolaire peut aussi entraîner un relèvement des critères d'admission aux facultés de pédagogie, qui formeront des enseignants encore plus qualifiés.

Au chapitre du français, langue seconde, je présente les recommandations suivantes:

> Dans le cas des classes à divisions multiples, qu'un effort spécial soit fait pour que le français, langue seconde, soit enseigné séparément à chaque division.
>
> Que les écoles réduisent le va-et-vient des enseignants itinérants en portant de 20 à 40 minutes les cours de français, langue seconde. (C'est d'ailleurs là l'un des objectifs visés par le nouveau programme du ministère.)
>
> Que les conseils scolaires accordent une attention spéciale à l'intégration des programmes de français, langue seconde, des niveaux élémentaire et secondaire.
>
> Lorsque le nombre d'élèves des classes supérieures (par exemple, de la 11^{e} à la 13^{e} année) ne justifie pas le maintien d'un programme d'enseignement du français, langue seconde, qu'une école secondaire au moins soit désignée comme centre d'enseignement de cette matière et que les classes supérieures soient regroupées pour assurer un programme complet (de la 9^{e} à la 13^{e} année) de français, langue seconde.
>
> Que les conseils scolaires étudient différents modèles de services coopératifs, dont celui de la région Centre nord, pour s'assurer que les services de consultation demeurent accessibles aux enseignants.

Anglais, langue seconde

L'anglais, langue seconde (ESL) englobe une variété de programmes et de besoins. Les exigences des programmes en anglais, langue seconde, s'alignent sur les politiques fédérales en matière d'immigration. Outre les programmes standard pour les élèves non anglophones, certains conseils scolaires ont mis sur pied des programmes en anglais, dialecte second (ESD) à l'intention des élèves originaires des Antilles anglaises ou d'ascendance anglaise de l'Inde ou du Pakistan, où l'anglais diffère de celui du Canada.

Voici quelques extraits d'un mémoire préparé par l'Ontario Association of Teachers of English as a Second Language (TESL):

> "On ne peut parler en termes généraux de l'enseignement de l'anglais, langue seconde, car il n'existe pas d'élèves ou de professeurs d'anglais typiques... En effet, l'âge des élèves varie, de même que leur culture, leur langue maternelle, leur niveau socio-économique et leurs aptitudes. Quant aux professeurs d'anglais, langue seconde, ils travaillent dans des conditions très variées: certains donnent quelques cours intercalés entre des cours réguliers en d'autres matières; d'autres enseignent, à plein temps ou à temps partiel, à un ou à plusieurs groupes, etc. Ce ne sont là que quelques-uns des paramètres de la situation des professeurs d'anglais, langue seconde, qui compliquent l'analyse des problèmes courants et des recommandations dans ce domaine.
>
> Il existe quatre programmes types de base en anglais, langue seconde:
>
> (1) Classes d'accueil -- recours aux techniques "d'immersion".
> (2) Classes spéciales -- l'élève d'une classe normale est placé dans une classe spéciale pour les cours d'anglais, langue seconde.
> (3) Classes de transition ou bilingues -- l'élève passe graduellement de sa langue maternelle à l'anglais, sous la direction d'un enseignant bilingue.
> (4) Classes régulières -- l'élève est placé dans une classe régulière sous la direction d'un enseignant compétent. (Ce type de classe exige une très forte motivation de la part de l'élève.)

Le ministère de l'Education a établi un facteur de pondération pour l'anglais, langue seconde. Le financement, fondé sur le nombre de professeurs d'anglais, langue seconde, engagés par un conseil scolaire, relève du budget général d'exploitation, vraisemblablement pour aider à couvrir les coûts supplémentaires des programmes. Un grand nombre des personnes engagées dans

l'enseignement de l'anglais, langue seconde ou dialecte second (ESL/D), considèrent l'établissement d'un facteur de pondération comme une étape excellente dans la reconnaissance du fait que l'enseignement de cette matière grève plus lourdement le budget de certains conseils scolaires que d'autres.

En 1977, le ministère de l'Education a publié des programmes-cadres pour l'enseignement de l'anglais, langue seconde, aux niveaux intermédiaire et supérieur (de la 7e à la 12e année). Par la même occasion, des mesures ont été prises pour porter à trois le nombre de crédits en anglais, langue seconde, nécessaires à l'obtention du diplôme d'études secondaires.

L'immigration ayant diminué en raison des difficultés économiques et des politiques publiques du Canada, le nombre d'enfants ayant besoin des services d'anglais, langue seconde, a également diminué et, de l'avis des représentants de l'un des conseils scolaires les plus touchés, celui de Toronto, il devrait se stabiliser au cours des cinq prochaines années. Le nombre de professeurs d'anglais, langue seconde, à l'emploi du conseil scolaire de Toronto à temps plein a diminué considérablement au niveau élémentaire, passant de 176 en 1975-1976 à 136 en 1978-1979 (prévisions); il ne sera que de 78 en 1980-1981. Au niveau secondaire, ce nombre est passé de 47 en 1975-1976 à 45 en 1978-1979 (estimation); il ne sera que de 25 en 1980-1981.

Alors que la clientèle de certains conseils scolaires se stabilise, d'autres voient la leur augmenter en raison des facteurs suivants:

(1) Les techniques d'identification de la clientèle de l'anglais, langue seconde, se sont perfectionnées.

(2) Un grand nombre d'élèves ont besoin d'une aide accrue pour améliorer leur rendement.

(3) La réunification des familles demeurant l'une des premières priorités des politiques actuelles d'immigration du gouvernement fédéral, une proportion accrue d'immigrants est et sera d'âge scolaire.

La plupart des observations présentées à cette Commission sur les programmes d'anglais, langue seconde, avaient trait aux faiblesses de ces derniers: manque de mécanismes appropriés d'identification et d'évaluation, nature marginale des programmes dans certaines écoles, tenue des cours dans des sous-sols, manque d'enseignants qualifiés, manque de matériel d'apprentissage, manque généralisé d'intégration de l'anglais, langue seconde, au programme régulier de l'école. Comme

il y aura de plus en plus de locaux disponibles, on utilisera de moins en moins, je l'espère, les sous-sols ou classes préfabriquées. Par ailleurs, il arrivera souvent, pour remplir l'horaire des enseignants en fonction, que les directeurs confient l'enseignement de l'anglais, langue seconde, à des personnes insuffisamment qualifiées. (Les professeurs d'anglais, langue seconde, dénoncent la mentalité selon laquelle il suffit de parler anglais pour être en mesure d'enseigner l'anglais aux immigrants.)

Dans son Report on Second and Third Languages for the Commission on Declining Enrolments, Mary Hainsworth fait les commentaires suivants:

> Les professeurs d'anglais, langue seconde ou dialecte second, sont découragés. Les changements de politique du gouvernement fédéral, la baisse de la population scolaire et la situation économique en général ont des incidences sur leur sécurité d'emploi et sont des facteurs incontrôlables. De plus en plus conscients des besoins des élèves de l'Ontario en matière d'anglais, langue seconde, ils sont déçus de voir les programmes prendre fin. En outre, le manque d'ancienneté et de possibilités d'avancement dans le domaine assombrissent davantage le tableau, sans compter que les réductions de personnel ont touché ou toucheront d'abord les derniers embauchés, c'est-à-dire les professeurs d'anglais, langue seconde. Tant que les conseils scolaires continueront de se fonder sur le seul critère d'ancienneté, les jeunes spécialistes en anglais, langue seconde, se verront préférer des enseignants non qualifiés en la matière, mais qui ont plus d'expérience. Il est vrai que cette situation touche également tous les autres enseignants.

La plupart des observations des conseils scolaires de la région métropolitaine de Toronto, notamment des quatre conseils scolaires qui ont le plus besoin des programmes d'anglais, langue seconde, portaient sur leur insatisfaction à l'égard de la formule de financement de ces programmes. En effet, seuls les élèves originaires d'un pays non anglophone et dont la famille réside au Canada depuis moins d'un an ont droit à un crédit entier la première année et à un demi-crédit l'année suivante. On oublie que certains enfants, nés au Canada, ne parlent pas l'anglais à leur entrée à l'école et que d'autres, originaires d'autres pays, rejoignent leurs parents établis au Canada qui sont parfois déjà citoyens canadiens.

Au chapitre de l'anglais, langue seconde, je fais les recommandations suivantes:

> Que les cours de formation de professeurs d'anglais, langue seconde, ne visent plus uniquement à préparer des spécialistes en la matière, mais soient ouverts à tous les intéressés (tout en continuant de former des spécialistes en anglais, langue seconde).

Que le facteur de pondération du ministère continue d'être fonction du nombre de professeurs d'anglais, langue seconde, et que cette matière devienne obligatoire, c'est-à-dire que le ministère de l'Education établisse clairement le droit de tout enfant à l'anglais, langue seconde.

Que certains participants au programme Expérience 1979[1], aidés d'un professeur expérimenté d'anglais, langue seconde, soient employés l'été prochain à la préparation de matériel d'apprentissage.

Qu'un rapport sur le coût et l'efficacité des programmes d'anglais, langue seconde, et un inventaire des mécanismes d'évaluation et de surveillance de ces programmes soient intégrés à tout projet de recherche subventionné dans le cadre du programme actuel de recherche du ministère de l'Education.

Multiculturalisme

Le Canada et l'Ontario ont souscrit à une politique de multiculturalisme. Ce faisant, l'Ontario reconnaît les droits des groupes ethniques de conserver leurs traits culturels essentiels et met tout en oeuvre pour éliminer toute forme de racisme dans les écoles et, partant, dans la société.

Loin d'alourdir les programmes scolaires actuels, le multiculturalisme est plutôt une valeur qui doit en imprégner chacun des aspects. En un certain sens, comme il ne s'agit pas d'un programme qui doit tenir compte des normes de coûts-efficacité, le multiculturalisme n'est pas affecté par la baisse de la population scolaire.

Les nouvelles directives sur les préjugés, en voie d'élaboration par un comité du ministère de l'Education à l'intention des éditeurs de manuels scolaires, sont un pas dans la bonne direction, mais il faudra aussi resserrer les liens entre le ministère, les représentants des groupes ethniques et les éditeurs, en vue d'en arriver à ce que les manuels scolaires présentent, dans un langage neutre, une vision objective du monde.

Les manuels scolaires actuels ne reflètent qu'une partie de la réalité socio-économique. Le Plan de préparation de matériel d'apprentissage augure bien de la préparation de manuels scolaires qui reflètent la réalité globale de notre société. Cette initiative doit être encouragée le plus possible, mais sans nous

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[1] Programmes d'emplois d'été à l'intention des finissants des écoles secondaires et des étudiants universitaires.

faire perdre de vue que la formation de citoyens ouverts au multiculturalisme dépasse largement la préparation de manuels scolaires ou de matériel d'apprentissage.

Depuis déjà deux ans, la formation en cours d'emploi prépare les enseignants à vivre dans une société multiculturelle, mais elle n'a pas encore vaincu toutes les incompréhensions. L'enseignement multiculturel est parfois perçu comme un enseignement aux immigrants. (Il n'est pas rare que le représentant d'un conseil scolaire inscrive "Ne s'applique pas" en regard des questions sur le multiculturalisme.) Pourtant, dès qu'une ville ou un pays présente des avantages économiques, il devient une société multiculturelle. De nos jours, les populations sont de plus en plus mobiles. Aussi, pour préparer l'élève à vivre dans le monde de demain, l'école doit l'habituer à vivre et à travailler en harmonie avec des personnes de races, de croyances et de cultures différentes.

Plusieurs représentants de conseils scolaires ont souligné le danger que la politique de mise à pied du personnel excédentaire ne repose que sur le seul critère de l'ancienneté, ce qui entraînera en premier lieu le départ d'enseignants dont l'importance vient tout juste d'être reconnue, c'est-à-dire les représentants des minorités culturelles. Il s'agit là d'une incidence très importante de la baisse de la clientèle scolaire. Pour régler ce problème, il faut réexaminer les critères déterminant l'excédent de personnel, ainsi que les politiques des conseils scolaires relatives aux circonstances particulières.

Au chapitre du multiculturalisme, je présente les recommandations suivantes:

Que les initiatives actuelles sur l'intégration de l'esprit du multiculturalisme dans les programmes soient encouragées et poursuivies.

Que les enseignants soient préparés à enseigner dans une société multiculturelle. Le multiculturalisme, en tant qu'élément de formation des enseignants, doit imprégner tous les programmes.

Qu'il y ait une étroite collaboration entre les éditeurs, le ministère et les représentants des différents groupes majoritaires et minoritaires en vue d'assurer la préparation de matériel d'apprentissage multiculturel de qualité.

Que les initiatives prises dans le cadre du Plan de préparation de matériel d'apprentissage soient poursuivies et élargies de manière à englober, si possible, le matériel préparé habituellement par des agents contractuels.

Enseignement des langues au niveau secondaire

Depuis la mise en oeuvre du système de crédits dans les écoles secondaires, vers la fin des années 1960, le nombre d'élèves inscrits aux programmes d'enseignement des langues n'a cessé de diminuer. Par ailleurs, l'arrivée d'importants groupes d'immigrants dans les régions urbaines est à l'origine de la demande de programmes d'enseignement des langues ethniques. C'est ainsi, par exemple, que le conseil scolaire de Toronto a reçu des demandes d'enseignement du chinois, du grec moderne, du portuguais, du polonais, etc. Ces types de programmes d'enseignement des langues sont donc étroitement reliés à l'évolution démographique.

Jusqu'ici, les cours du soir étaient généralement réservés aux adultes, et les cours d'été servaient à la récupération. Il n'en est plus de même aujourd'hui et plusieurs élèves préfèrent apprendre les langues en dehors des heures de classe régulières. Cela diminue d'autant la clientèle -- déjà réduite -- des cours de langues du jour, qui pourraient bien disparaître des programmes réguliers.

Avec l'autorisation du ministère, les conseils scolaires peuvent offrir des cours dans une langue donnée si la demande le justifie. Il suffit généralement de 25 inscriptions, mais comme la décision finale relève du directeur de l'école, d'autres facteurs peuvent entrer en considération, par exemple la disponibilité des professeurs, dont la plupart enseignent déjà une autre matière.

Les langues les plus populaires à l'heure actuelle sont l'allemand, l'italien, le portuguais, l'espagnol et le grec (voir Tableau 4.1), mais on a observé une diminution du nombre d'élèves depuis la mise en vigueur du système de crédits. Les cours de quatre ans sont parfois ramenés à trois ans et les 12^{e} et 13^{e} années, ou 11^{e} et 12^{e}, sont combinées. Les classes de 13^{e} année semblent les plus menacées.

Les effets, sur le niveau secondaire, des programmes d'enseignement des langues ethniques au niveau élémentaire n'ont pas encore été évalués. Selon certains enseignants et conseillers, le manque de professeurs qualifiés, la prolongation des heures de classe et des pressions familiales indues sont autant

TABLEAU 4.1

INSCRIPTIONS AUX PROGRAMMES DE LANGUE ETHNIQUES

(exclut le conseil scolaire de Toronto)

	Année	Allemand (12)*	Italien (8)*	Espagnol (13)*	Autres (9)*
Chiffres réels	1975-76	3,312	3,394	1,998	1,611
	1976-77	2,972	3,591	1,815	1,389
Estimation	1977-78	2,859	3,863	1,825	1,198
	1978-79	2,626	3,697	1,753	1,194
	1979-80	2,402	3,445	1,741	1,184
	1980-81	2,311	3,089	1,816	1,123
	1981-82	2,156	2,838	1,769	1,128
	1982-83	2,078	2,674	1,760	1,229

* Nombre de conseils scolaires

Source: Report on Second and Third Languages, Document de travail n° 37, Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario

de facteurs qui peuvent détourner les élèves de l'étude des langues ethniques au niveau secondaire. Par ailleurs, d'autres estiment qu'une formation scolaire dans l'une des langues ethniques en facilitera l'apprentissage ultérieur, ce qui inciterait de plus en plus d'élèves à choisir une option facile, l'étude de leur langue d'origine. Au niveau élémentaire, l'éventail des cours de langues ethniques est beaucoup plus étendu qu'au niveau secondaire, même dans le cas des conseils scolaires les plus "multiculturels", et il ne semble pas que cette tendance se modifiera.

Voici à ce sujet les commentaires faits par un important conseil scolaire:

> "La tendance à choisir l'étude d'une langue autre que les langues traditionnelles s'accroît légèrement. Il est difficile de prévoir si ce phénomène aura des répercussions sur l'étude des langues traditionnelles, car l'étude des langues gagne de plus en plus la faveur populaire, pour des raisons multiculturelles, culturelles ou professionnelles. Il existe un autre facteur de plus en plus important et dont on ne peut ignorer les effets: le nouveau programme d'enseignement des langues ethniques au niveau élémentaire.
>
> L'introduction d'un certain nombre de langues slaves semble avoir entraîné le déclin et l'abandon du russe. Comme il n'existe pas de programme d'enseignement du russe comme langue ethnique et qu'il ne semble pas y avoir de demande en ce sens aux cours du soir, l'étude du russe ne redeviendra vraisemblablement pas populaire."

En raison des difficultés particulières des classes de 13^{e} année, les écoles secondaires et les conseils scolaires (du moins dans les régions urbaines) pourraient envisager une certaine forme de collaboration, chaque école n'offrant, par exemple, qu'une partie du programme de 13^{e} année. Dans d'autres pays, par exemple en Angleterre, la formation de "sixth-form centres" et de "sixth-form colleges" a permis de régler le problème du petit nombre d'élèves dans les classes supérieures. Il y a aussi une certaine collaboration entre les écoles polytechniques et les collèges de formation des enseignants, ce qui tend à indiquer que lorsque le nombre d'élèves est restreint en 12^{e} et 13^{e} années, il devrait y avoir une forme de collaboration avec les collèges communautaires.

De l'avis des professeurs de langues, la baisse de la clientèle scolaire, qui s'est fait très peu sentir au niveau secondaire jusqu'à maintenant, donnera le coup de grâce aux programmes d'enseignement des langues, sauf dans les régions où d'importants groupes d'immigrants les justifieront, ce qui les rendra tributaires des mouvements démographiques. Si, par exemple, la population

italienne importante d'une région cède peu à peu la place à une population antillaise, la demande de cours d'italien cessera vraisemblablement dans les écoles de cette région pour resurgir ailleurs. En outre, l'évolution et les politiques de l'immigration joueront certainement un rôle important dans le choix des programmes d'enseignement des langues. Il semble donc que la demande de programmes de langues s'alignera sur des politiques et des modalités sur lesquelles les conseils scolaires locaux ou même le ministère de l'Education n'ont aucun contrôle.

L'année précédant la mise en vigueur du système de crédits, les professeurs de langues diplômés de la faculté de pédagogie de l'Université de Toronto, plus nombreux que jamais auparavant, ont tous été embauchés. Vers la fin des années 1960, le département des langues modernes de l'une des grandes écoles secondaires de la région métropolitaine de Toronto comptait 10 professeurs. Cette année, il n'en compte plus que quatre.

Comme l'enseignement des langues est un domaine très spécialisé, il n'est pas facile de muter un enseignant dans cette matière, et on n'a besoin que de quelques nouveaux enseignants chaque année. Comme l'illustre le tableau suivant, le nombre de professeurs de langues en formation à la faculté de pédagogie de l'Université de Toronto est demeuré sensiblement le même au cours des dernières années. Par ailleurs, on constate une grande fluctuation dans le choix des langues.

Année	Espagnol	Allemand	Italien	Russe	Inscriptions totales
1969-1970	39	35	16	17	--
1971-1972	22	24	18	16	1,301
1973-1974	17	23	22	4	1,374
1977-1978	16	17	37	0*	1,350

* Option abandonnée
Source: Report from Faculty of Education, Université de Toronto

Préoccupés par la sécurité de leur emploi, les professeurs de langues peuvent être tentés d'abaisser les exigences en vue d'attirer une plus grande clientèle. Par ailleurs, ils ne pourront pas échapper à l'obligation de présenter des cours

de plus en plus intéressants et dynamiques, défi que la plupart accepteront avec enthousiasme.

Les professeurs de langues se plaignent de n'avoir pas toute l'aide nécessaire. En effet, ce ne sont pas tous les conseils scolaires qui ont à leur emploi des conseillers en cette matière. Il arrive parfois qu'une personne soit la seule à enseigner une langue donnée dans un conseil scolaire ou une région. Tous souhaitent grandement des cours de recyclage et autres dans leur spécialité.

Au chapitre de l'enseignement des langues, je présente les recommandations suivantes:

> En cas de baisse considérable du nombre d'élèves des classes supérieures, que les conseils scolaires envisagent de transformer une école secondaire en centre d'enseignement des langues, de manière à permettre aux élèves qui ont commencé l'étude d'une langue donnée d'en terminer le programme.
>
> Que l'enseignement des langues repose davantage sur les besoins de la collectivité que sur les traditions de l'école.
>
> Lorsqu'un programme d'enseignement des langues ethniques se déroule d'une manière satisfaisante, que des mesures soient prises pour en évaluer les effets sur le programme du niveau secondaire.
>
> Que les conseils scolaires voisins travaillent en collaboration de manière à éviter le dédoublement des services, notamment dans l'enseignement des langues ethniques, et s'assurer que les services de consultation sont accessibles aux enseignants.

<u>L'enseignement des langues ethniques au niveau élémentaire</u>

L'objet de ce programme est d'aider les enfants immigrants dans l'apprentissage de leur langue maternelle. Les cours doivent toutefois se donner en dehors des heures de classe.

Depuis la mise en oeuvre des programmes d'enseignement des langues ethniques, quelque 45 conseils scolaires ont offert des cours en 30 langues, à 52 680 enfants, répartis dans 1 960 classes. Selon le directeur d'une école urbaine, jamais une activité n'a suscité autant la participation de la collectivité et des parents, en plus de sensibiliser élèves et enseignants à l'existence d'autres langues ethniques. Il semble qu'on comprenne maintenant qu'il s'agit de cours publics que tout le monde peut suivre.

En réponse aux questions sur les programmes d'enseignement des langues ethniques, les représentants des conseils scolaires qui offrent ces programmes, tout en estimant qu'il est trop tôt pour se prononcer, ne prévoient pas que ces derniers soient affectés par la diminution de la population scolaire, pourvu que l'appui financier du ministère se maintienne au moins au niveau actuel.

Je présente à cet égard la recommandation suivante:

Que le programme d'enseignement des langues ethniques soit poursuivi sous sa forme actuelle pendant quatre ou cinq ans encore. Lorsqu'il sera entièrement mis en oeuvre, des mesures pourront être prises pour en étudier l'incidence sur l'ensemble du programme du niveau secondaire et planifier à long terme la mise au point d'un programme semblable à tous les niveaux.

Education préscolaire

Dans le monde de l'éducation, il peut sembler, à première vue, que les besoins croissants de services préscolaires pourront compenser la réduction de la demande de services scolaires résultant de la diminution du nombre d'élèves. Mais les problèmes scolaires sont rarement aussi simples à résoudre. En effet, nous n'avons pas encore toutes les données nécessaires pour ouvrir l'école aux enfants d'âge préscolaire (c'est-à-dire la certitude qu'il ne se produira pas un revirement de situation). Rappelons en outre que le ministère des Services communautaires et sociaux de l'Ontario vient de rendre publics certains projets de comités locaux de services préscolaires, appelés à devenir des "centres névralgiques de coordination, de planification, de fourniture et de financement des services préscolaires au niveau local". Mais l'éventail complet des services nécessaires n'a pas encore été précisé, du moins à ma connaissance, pas plus que ne sont précisées les relations de ces comités avec les écoles ou les conseils scolaires, ou leur orientation scolaire ou éducative. Une certaine collaboration et un certain partage de renseignements seront nécessaires pour éviter un chevauchement des services.

Nous ne pouvons encore nous appuyer sur aucune conclusion ferme relativement aux effets des programmes d'éducation préscolaire. Mais les programmes axés sur la cognition semblent produire des effets positifs, notamment chez les enfants

défavorisés et "avancés". En outre, nous avons des raisons de croire que les effets d'interventions précises planifiées dans les programmes des enfants de 4 et 5 ans se prolongeront durant les années d'apprentissage des aptitudes de base. Il se pourrait même que certains éléments portant sur les besoins spéciaux de l'apprentissage puissent enrichir les programmes actuels de maternelle pour les enfants "avancés". Cela pourrait se faire en collaboration avec les nouveaux comités locaux dont il a été question ci-dessus, avec l'appui conjoint du ministère des Services communautaires et sociaux et du ministère de l'Education.

Les besoins de garderies pour les enfants d'âge préscolaire et ceux d'âge scolaire, en dehors des heures de classe, sont beaucoup plus évidents. Les garderies prennent une importance accrue dans le cas des enfants qui ne fréquentent l'école qu'une demi-journée et se retrouvent ensuite seuls à la maison.

Il semble que l'école dispose des installations (bibliothèque, gymnase, etc.) et des ressources humaines (enseignants doués d'aptitudes ou de talents particuliers) nécessaires pour collaborer à un programme de garderies éducatives à l'intention des enfants des niveaux élémentaire et moyen. Parmi les activités qui enrichiraient considérablement un programme de garderie éducative, mentionnons le sport, la musique, les arts, le théâtre, l'artisanat et diverses autres activités. Pour dispenser ces programmes en plus des activités scolaires régulières, il faudra réglementer l'utilisation des différentes installations, procéder à des remaniements dans les affectations du personnel, réaménager les horaires des spécialistes et du personnel de soutien. Mais ce ne sont là que des mesures d'ordre administratif, et non pas des obstacles insurmontables.

Relativement à l'éducation préscolaire, je présente la recommandation suivante:

> Que le ministère de l'Education et le ministère des Services communautaires déterminent l'éventail des services à offrir aux enfants "normaux", "défavorisés" et "avancés" d'âge préscolaire et aux jeunes enfants d'âge scolaire en dehors des heures de classe.

Par suite de la baisse de leur clientèle, il se peut que les systèmes scolaires de plusieurs collectivités puissent effectivement fournir une grande partie des installations matérielles et certaines des ressources humaines indispensables, qui sont maintenant disponibles.

Education de l'enfance en difficulté

La clientèle de l'enfance en difficulté ne semble pas avoir diminué, du moins à l'échelle provinciale. Il ne semble pas non plus que l'on s'entende sur le nombre ou le pourcentage d'élèves qui auraient besoin des services à l'enfance en difficulté. Selon certains auteurs, près de la moitié des enfants d'âge scolaire tireraient profit de ces services.

Malgré une augmentation des services à l'enfance en difficulté au cours des dernières années, on estime que près de 15 000 enfants en seraient encore privés et qu'un nombre égal de cas n'aurait pas encore été dépisté.[1] Ajoutons ceux qui reçoivent des traitements spéciaux dans des établissements ne dispensant pas de programmes scolaires ou qui fréquentent une école privée dans une autre province. Certains estiment que les progrès de la médecine, tout en réduisant considérablement la mortalité infantile, notamment chez les prématurés et les enfants atteints de maladies ou de traumatismes graves, ont contribué à augmenter le nombre de ceux qui ont maintenant besoin des services à l'enfance en difficulté. Par ailleurs, certaines maladies (comme la rubéole ou la méningite) entraînant des troubles d'apprentissage ont presque complètement disparu. Il en est résulté un changement rapide dans la composition de la clientèle de l'enfance en difficulté. Les nouveaux programmes de dépistage précoce permettront d'identifier un plus grand nombre d'enfants (au moins 10 000, estime-t-on) qui ont besoin de traitements préventifs. Il s'agirait donc d'une augmentation de quelque 46 500 enfants. Actuellement, environ 12% des élèves sont inscrits à l'un ou l'autre des services à l'enfance en difficulté.

Dans leur rapport présenté à cette Commission, Judi B. Kobrick et Carol Reich, du Département de l'enfance en difficulté de l'Institut d'études pédagogiques de l'Ontario (Document de travail n° 36, Declining Enrolments and

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[1] Education Report -- Ontario School Trustees' Council, Vol. 29, 27 mars - 1er avril 1978.

Its Ramifications for Special Education, 1978) observent ce qui suit:

> "... En raison des différences considérables qui existent dans les définitions et l'évaluation des difficultés, il n'est pas facile d'établir des projections sur les besoins en enfance en difficulté. Par exemple, selon les spécialistes, de 2,2 à 49% des enfants souffriraient de troubles émotifs. Quant au diagnostic des "troubles d'apprentissage", il est plutôt vague et, selon la définition que l'on utilise, on estime que de 10 à 25 pour cent de la population scolaire en souffrirait (voir rapport CELDIC, 1970)." (p. 7)

En raison de cette incertitude et du fait que l'étiquette "inadapté" ou "exceptionnel" peut faire plus de tort que de bien à un enfant, sans compter que les subventions spéciales à l'enfance en difficulté peuvent amener les conseils scolaires à dépister un plus grand nombre d'élèves en difficulté, il faut être extrêmement prudent dans ce domaine.

Il s'est produit de grands changements au cours des dernières années dans le type de programmes, notamment la tendance à délaisser les classes spéciales en faveur de programmes intégrés aux classes ordinaires et complétés par des services spéciaux de différents spécialistes, etc. En outre, comme l'indiquent clairement les Tableaux 4.2 et 4.3 (extraits du Document de travail Kobrick-Reich), les services à l'enfance en difficulté sont considérables et ne cessent de croître. Mais le ministère de l'Education et les conseils scolaires sont d'avis qu'il faut faire davantage. La baisse des effectifs scolaires et la diminution des dépenses provinciales totales (en dollars réels) qui pourrait s'ensuivre ne doit pas compromettre l'avenir de l'enfance en difficulté. Je n'ai toutefois pas l'intention de recommander un accroissement des services à l'enfance en difficulté en raison uniquement de la diminution de l'importance des autres dépenses scolaires. Je présente donc la recommandation suivante:

> Par le biais de mécanismes de surveillance, d'une aide financière suffisante et d'autres ressources, que le ministère de l'Education s'assure que les enfants qui ont droit aux services de l'enfance en difficulté les reçoivent.

Il faut prendre garde que les contraintes financières et les efforts du système scolaire pour maintenir ses activités n'affectent les services à l'enfance en difficulté, par exemple en concentrant les restrictions budgétaires dans ce domaine. Il se peut que dans les conseils scolaires plus petits, certaines

TABLEAU 4.2

EDUCATION DE L'ENFANCE EN DIFFICULTÉ
EFFECTIFS PAR CATÉGORIE DE PROGRAMME ET PAR ANNÉE

Programmes \ Année	1975	1976	1977
Niveau élémentaire			
Classes spéciales	37,417	35,750	37,352
Programmes auxiliaires	123,072	131,233	138,148
Ecoles en milieu hospitalier	3,468	4,134	2,472
Niveau secondiare	29,430	40,714	45,195
Classes spéciales	15,889	22,770	23,029
Programmes auxiliaires	115	423	459
Ecoles en milieu hospitalier			
Ecoles de déficients moyens	7,567	8,204	8,329
Ecoles de sourds et d'aveugles	1,148	1,126	1,074
Nombre d'élèves qui ne sont inscrits à aucun programme	977	1,120	536

(1) Les inscriptions totales ne figurent pas, car les programmes offerts peuvent s'adresser aux mêmes élèves.

Source: Declining Enrolments and its Ramification for Special Education, Document de travail N° 36, Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario

TABLEAU 4.3

ÉDUCATION DE L'ENFANCE EN DIFFICULTÉ
EFFECTIFS PAR CATÉGORIE DE DIFFICULTÉ ET DE PROGRAMME, ET PAR ANNÉE(1)

Catégorie de difficulté	Type de programme			
	Niveau élémentaire		Niveau secondaire	
	Classes spéciales	Programmes auxiliaires	Classes spéciales	Programmes auxiliaires
1 Correctif				
1975	-	62,424 ↑	-	8,604 ↑
1976	-	65,240 ↑	-	12,557 ↕
1977	-	69,727	-	11,660 ↕
2 Troubles d'apprentissage				
1975	6,597 ↑	7,386 ↑	2,652 ↓	1,896 ↑
1976	6,731 ↑	7,681 ↑	908 ↓	2,676 ↕
1977	7,488	8,171	630	2,186
3-4 Déficients mentaux & élèves lents				
1975	19,753 ↑	9,164 ↓	20,909 ↑	783 ↑
1976	20,937 ↑	8,510 ↓	36,322 ↑	2,177 ↕
1977	21,618	8,230	37,983	2,028
5 Déficients moyens				
1975	65 ↓	23 ↑	80 ↑	8 ↑
1976	26 ↓	32 ↑	90 ↑	38 ↑
1977	29	36	129	27
6 Elèves doués				
1975	2,907 ↕	2,984 ↑	1,353 ↑	467 ↑
1976	2,131 ↕	4,526 ↕	1,213 ↕	1,145 ↑
1977	2,427	4,359	2,384	1,217
7 Troubles du comportement				
1975	2,048 ↓	2,212	1,439 ↓	839 ↑
1976	1,834 ↓	2,406 →	931 ↓	902 ↑
1977	1,660	2,239	714	1,136
8 Malentendants				
1975	773 ↓	499 ↑	264 ↓	165 ↑
1976	666 ↓	525 ↑	205 ↓	238 ↑
1977	610	567	188	237
9 Malvoyants				
1975	153 ↓	181 ↓	161 ↓	124
1976	103 ↓	169 ↓	112 ↓	395 →
1977	48	155	92	137
10 Handicapés moteurs				
1975	569 ↓	353	249 ↕	115 ↑
1976	448 ↓	294 →	152 ↓	176 ↑
1977	367	305	167	230
11 Handicapés multiples				
1975	451 ↑	130	99	33 ↑
1976	681 ↑	243 →	77 →	61 ↑
1977	816	151	94	62
12 Troubles de la parole & du language				
1975	1,286 ↓	24,197 ↑	342	1,049
1976	553 ↓	26,793 ↑	151 →	1,162
1977	506	29,775	196	1,135
13 Autres				
1975	2,804 ↓	13,519	1,927 ↑	1,806 ↑
1976	1,687 ↓	14,806 →	1,843 ↕	2,449 ↑
1977	1,761	14,224	2,613	2,974

Source: Declining Enrolments and its Ramification for Special Education, Document de travail n° 36, Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario.

CODE: ↑ Augmentation régulière ↓ Diminution régulière
↕ Augmentation irrégulière ↕ Diminution irrégulière
→ Aucune tendance ne se dégage

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(1) Les inscriptions totales ne figurent pas, car les programmes offerts peuvent

pressions soient exercées pour réduire à un niveau insuffisant les services à l'enfance en difficulté. Par ailleurs, il faut également se méfier d'une trop grande expansion de ces services. Pour ces différentes raisons, le ministère de l'Education devra accentuer son rôle de surveillance en enfance inadaptée.

La formation d'enseignants et de personnel-conseil spécialisés en enfance inadaptée et travaillant dans les classes normales est l'un des principaux besoins auxquels on n'a pas encore répondu. Il faut des spécialistes des différents troubles d'apprentissage, des techniques d'évaluation et d'enseignement et de la gestion. En outre, il faudra probablement mettre au point de nouveaux programmes de formation de spécialistes dans ces différents domaines. Ces programmes insisteront, encore plus qu'aujourd'hui, sur la formation en cours d'emploi et exigeront une aide financière accrue, mais qui pourrait être minime si les programmes des établissements de formation des enseignants sont orientés massivement vers la formation en cours d'emploi, ainsi que je le recommanderai plus tard. Pour le moment, je fais donc la recommandation suivante:

> Que la formation professionnelle en enfance en difficulté soit assurée par les établissements de formation des enseignants et qu'elle soit complétée au besoin, au niveau local, par des programmes variés de perfectionnement en cours d'emploi et de recyclage, et qu'une attention particulière soit apportée aux résultats de l'étude de Kobrick et Reich sur les programmes actuels (voir Tableau 8, p. 33, Document de travail n° 36, Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario, 1978).

Il n'est pas possible d'évaluer les coûts additionnels de l'ensemble du programme à l'enfance en difficulté, en raison surtout d'un manque de renseignements sur les coûts et l'ampleur du programme actuel et des incertitudes quant à la possibilité de recourir aux ressources matérielles et humaines déjà existantes. Si la tendance à remplacer les classes spéciales par des programmes spéciaux à l'intérieur des classes normales se maintient, il en résultera vraisemblablement une réduction des coûts par élève des programmes pour l'enfance inadaptée dans la plupart des conseils scolaires. Pour ma part, j'estime que l'expansion du programme ne devrait pas coûter plus de 10% des coûts actuels. Mais nous devons d'abord régler le problème du maintien des programmes actuels en période d'inflation et de contraintes budgétaires. S'il devait en résulter une réduction des programmes à l'enfance inadaptée, il ne faudrait pas l'attribuer

à la baisse de la clientèle scolaire. Au contraire, cette baisse devrait même nous permettre de mieux nous occuper des enfants qui ont besoin d'une aide spéciale.

Au risque d'être rappelé à l'ordre par le ministre de l'Education, j'aimerais conclure par une observation et une recommandation très importantes. Comme l'Assemblée législative étudie présentement un projet de loi visant à obliger les conseils scolaires à dispenser les services à l'enfance en difficulté, je souhaite que ce projet reçoive, de la part des partis politiques et du public, l'appui enthousiaste qu'il mérite. Je souhaite également une plus grande intégration des programmes à l'enfance inadaptée aux programmes scolaires réguliers. Je refuse toute forme de ségrégation, sauf pour des raisons d'ordre médical ou de sécurité publique, ou pour le bien-être d'un enfant. L'identification précoce et le recours aux mesures préventives et correctives dès le plus jeune âge sont naturellement de la plus haute importance.

Cette attention manifestée pour l'enfance en difficulté s'enracine dans la crainte d'attacher trop peu d'importance à un principe général fondamental qui doit s'appliquer à TOUS les enfants de l'Ontario, y compris ceux qui ont besoin d'une aide spéciale: le droit de chaque enfant de recevoir les services éducatifs dont il a besoin, tel que prévu par le ministère de l'Education. Ce principe est énoncé très clairement dans Living and Learning (Hall-Dennis)[1], mais je me demande parfois si nous l'avons vraiment accepté. Pour ma part, je ne serai satisfait que lorsqu'il sera mis en pratique. Aussi, je présente la recommandation suivante:

> Que le ministère de l'Education modifie les lois et règlements pour que soit énoncé clairement et sans équivoque le droit inaliénable de tout enfant à recevoir les cours et services dont il a besoin et qui sont prévus par les politiques du ministère.

L'Education Act de l'Angleterre et du pays de Galles de 1944 parle des "intérêts, talents et aptitudes" de chaque élève. Même si cet énoncé ne me

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[1] Ontario, Provincial Committee on Aims and Objectives of Education in the Schools of Ontario, Living and Learning, Toronto, Newton Publishing, 1968.

satisfait pas entièrement, je souscris sans réserve au principe dont il s'inspire. Il s'agit d'un minimum, que nous devons souhaiter dépasser largement.

Les écoles communautaires[1]

Au cours des dernières années, différents moyens tels que l'organisation de visites à l'école, la mise sur pied de comités consultatifs de parents, les rencontres parents-enseignants et les services bénévoles ont amené les parents à s'intéresser de plus en plus à la chose scolaire. Il en est résulté une collaboration plus étroite et plus ouverte entre l'école et le milieu, et un changement d'attitude considérable de part et d'autre. Dans plusieurs régions, le nombre croissant de locaux désaffectés a incité les organismes locaux à utiliser l'école pour leurs réunions, des activités sociales ou récréatives et des cours aux adultes.

La diminution ou la disparition des institutions traditionnelles qui se sont toujours occupées des problèmes sociaux -- organismes communautaires, famille traditionnelle et Eglises -- de même que l'émergence de nouveaux problèmes et besoins communautaires -- programmes d'éducation permanente, garderies, services aux personnes âgées (de plus en plus nombreuses), loisirs pour les jeunes, activités récréatives et culturelles, consultations, etc. -- ont contribué à accroître le besoin d'une école qui serve à des fins communautaires et sociales. Pour répondre à ses besoins, la collectivité se tourne souvent vers l'école en quête d'aide, d'appui, de leadership et de coordination.

Comme je l'ai mentionné dans mon deuxième rapport préliminaire, je suis en faveur du développement d'écoles communautaires. Mais comme il est question ici de programmes scolaires, je dois avouer que je suis enclin à considérer l'école communautaire comme un prolongement de la notion d'éducation permanente. Cependant, comme cette question touche aux droits et devoirs légaux, elle me semble relever autant du ministère des Services communautaires et sociaux que du ministère de l'Education. Je présente donc la recommandation suivante:

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[1] Voir Document de travail n° 3, Community Schools, préparé par M. Keith Sullivan à l'intention de cette Commission.

Que le ministère de l'Education encourage la mise sur pied d'écoles communautaires et qu'à cette fin, des négociations soient entreprises avec le ministère des Services communautaires et sociaux afin d'assurer la coordination des efforts et services, y compris des ressources financières et administratives.

Certains des moyens permettant de réduire les problèmes découlant de la baisse des effectifs scolaires grâce à l'élargissement de la notion de l'école communautaire sont évidents; d'autres sont des moyens indirects, d'application limitée ou à long terme.

Par exemple:

1. L'avantage le plus évident est l'utilisation de locaux qui, autrement, resteraient inoccupés.

2. Parce qu'elle se prête mieux à des programmes élargis et plus souples, l'école communautaire peut retenir certains élèves qui auraient normalement abandonné leurs études.

3. Plus les conseils scolaires s'intéresseront à l'éducation des adultes, plus ils attireront une clientèle nombreuse et diversifiée.

4. L'école communautaire a besoin de personnes compétentes pour identifier et analyser les besoins, préparer des programmes, recruter les élèves, enseigner, animer des groupes actifs, efficaces et productifs et communiquer avec différents auditoires. Les enseignants formeront naturellement une bonne partie du personnel nécessaire, ce qui contribuera à réduire quelque peu le problème du personnel excédentaire, tout en lui permettant de travailler dans un domaine familier.

5. L'école communautaire peut facilement réunir différents services, ce qui réduit les dépenses d'autant. Par exemple, les programmes de services communautaires du niveau secondaire permettent aux élèves de vivre des expériences intéressantes tout en rendant d'importants services à la collectivité. Quant au bénévolat, il aide à résoudre les problèmes de communication avec les adultes tout en apportant une aide précieuse aux enseignants et aux élèves. Les programmes de garderies et de services préscolaires répondent par ailleurs aux besoins des jeunes enfants et de leurs parents, tout en constituant une excellente expérience pour les élèves des niveaux élémentaire et secondaire et les étudiants des collèges qui y participent, sans compter que la mise en oeuvre et le maintien de ces programmes libèrent des fonds pour d'autres programmes scolaires et communautaires.

6. La mise sur pied de nouveaux services à l'intention des adultes peut donner naissance à de nouvelles formes de financement, voire à de nouveaux organismes de financement, ce qui permettrait d'offrir un ensemble de services communautaires à des coûts raisonnables et de trouver le financement nécessaire pour répondre aux besoins locaux.

7. A plus long terme, l'école communautaire (et l'application de quelques-unes de ces caractéristiques à l'école régulière) sensibilisera davantage le public et le pouvoir politique aux besoins de l'école et améliorera le climat, ce qui sera très important dans le contexte actuel.

Les écoles privées

Bien que les écoles privées de l'Ontario n'entrent pas dans le mandat de cette Commission, cette dernière a pris connaissance d'un excellent mémoire sur la croissance des écoles privées, préparé par l'Ontario Association of Alternative and Independant Schools. Comme l'expansion du secteur privé affecte nécessairement la clientèle du secteur public, je présente ici quelques remarques brèves.

Dans le contexte économique actuel, il ne semble pas réaliste de soutenir le secteur scolaire privé à même les fonds du secteur public. Mais deux points doivent être soulignés:

1. Les conseils scolaires pourraient louer leurs écoles inoccupées à des écoles privées, qui n'assumeraient que les coûts d'exploitation, de façon à garder leurs immeubles et terrains.

2. En Australie, les parents peuvent déduire de leur impôt les frais d'inscription à l'école privée. C'est là une demande que l'Association pourrait présenter. Remarquons toutefois que dans la plupart des cas, les parents qui envoient leurs enfants à l'école privée ne sont pas parmi les plus démunis.

Chapitre 5

Incidences de la baisse des effectifs scolaires sur la formation des enseignants

On entend par formation des enseignants le mécanisme global de formation et de perfectionnement de personnes compétentes et qualifiées pour enseigner dans les écoles de l'Ontario. Outre les cours proprement dits de formation des enseignants, ce mécanisme doit offrir aux enseignants en fonction des programmes de recyclage et de perfectionnement en cours d'emploi. Ce concept est généralement accepté en théorie, mais dans la pratique, les établissements de formation des enseignants ont concentré leurs efforts et leurs ressources sur la formation de nouveaux diplômés, laissant le perfectionnement professionnel à l'initiative personnelle des enseignants. C'est ainsi, par exemple, que le Collège de formation des enseignants de l'Ontario et les autres collèges de formation des enseignants sont généralement perçus comme des établissements consacrés uniquement à la formation de nouveaux diplômés. Le personnel de ces collèges participe à certaines activités de perfectionnement, parfois sur une grande échelle, notamment durant l'été, et généralement au nom du ministère de l'Education. Mais ces activités ont été conçues en grande partie pour combler certaines lacunes dans les conditions d'admission aux facultés de pédagogie ou permettre aux enseignants d'obtenir d'autres diplômes.

Vers la fin des années 1950 et le début des années 1960, alors que le système scolaire connaissait une expansion rapide, on assista à un accroissement des cours d'été organisés d'urgence pour raccourcir quelque peu les programmes réguliers en vue de répondre à un besoin accru d'enseignants. Cela laissait peu de temps ou d'énergies pour les programmes de perfectionnement, de rafraîchissement ou de recyclage des enseignants. Les associations d'enseignants ont tenté certaines initiatives valables en ce sens, mais qui n'ont touché qu'une infime partie -- habituellement la plus consciencieuse -- du personnel enseignant.

Vers la fin des années 1960 et le début des années 1970, par suite de l'expansion du système de formation des enseignants (qui aurait dû commencer dix

ans plus tôt) et de la publication des rapports Patten[1] et MacLeod[2], un grand nombre d'établissements et de programmes ont été mis sur pied, et des efforts sérieux ont été faits par ces nouveaux établissements pour confier aux nouvelles facultés de pédagogie des rôles diversifiés. Les programmes de perfectionnement en cours d'emploi, la recherche et les études menant à un grade universitaire étaient considérés comme faisant partie des activités normales de ces facultés, parallèlement à la formation de nouveaux diplômés. Le climat de cette époque encourageait l'élaboration d'une foule de programmes de formation des enseignants, et pour la première fois en Ontario, plusieurs facultés de pédagogie offrirent des programmes en ce sens. Il y eut en outre un effort considérable pour mettre sur pied plus de programmes menant à des grades universitaires en pédagogie, en plus d'une série complète de programmes universitaires spécialisés offerts par l'Institut d'études pédagogiques de Toronto et un certain nombre de ses centres.

Soucieuses d'assumer leurs responsabilités dans le perfectionnement professionnel des enseignants, plusieurs facultés se sont consacrées énergiquement à la préparation de programmes inédits de formation en cours d'emploi qui ont été favorablement accueillis, notamment lorsque des enseignants avaient participé à leur planification. De plus en plus d'enseignants commencèrent à se tourner vers l'Institut d'études pédagogiques de l'Ontario et les nouvelles facultés de pédagogie, en quête d'aide et d'orientation pour répondre aux besoins nouveaux d'un environnement scolaire en mutation rapide. Le manque de ressources n'a malheureusement pas permis de répondre à tous ces besoins. En effet, les subventions des facultés de pédagogie étaient fondées en grande partie sur le nombre de candidats inscrits aux cours de formation de nouveaux diplômés. Les subventions des programmes de formation en cours d'emploi menant à un certificat supérieur ou à un diplôme étaient insuffisantes, voire inexistantes dans le cas des activités de courte durée et de consultation mises sur pied par les professeurs des facultés. En outre, l'ambivalence du ministère relativement au rôle, jusque là considérable, de ce dernier dans la formation en cours d'emploi, compliquait davantage la situation. La tendance à restreindre les activités de formation en cours d'emploi dans les facultés entraîna aussi des conflits de juridiction à l'intérieur du triangle

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[1] Report of the Minister's Committee on the Training of Secondary School Teachers, 1962.

[2] Report of the Minister's Committee on the Training of Elementary School Teachers, 1966.

facultés - ministère de l'Education - ministère des Universités et Collèges, realtivement au droit d'offrir des cours dans certains domaines et au financement de ces cours.

La récente diminution des inscriptions à certains cours d'été à l'intention des enseignants s'explique en partie par le fait qu'un grade universitaire étant maintenant exigé des nouveaux enseignants, les jeunes enseignants n'ont plus à suivre de cours d'été pour obtenir ce grade. En outre, les tensions et attitudes partisanes dans les négociations entre les associations d'enseignants et les conseils scolaires ne sont pas de nature à inciter les enseignants à poursuivre leur perfectionnement.

Mais il ressort des audiences de cette Commission qu'il existe une quasi-unanimité entre les enseignants, les administrateurs, les conseils scolaires, le ministère et le public sur le besoin urgent de programmes de formation en cours d'emploi soigneusement préparés, et qui prendra de l'ampleur à mesure que le personnel enseignant, vieillissant, deviendra plus statique par suite de la baisse de la clientèle scolaire et de la réduction de l'embauche, ce qui entraînera, notamment au niveau secondaire, un sérieux déséquilibre entre les qualifications scolaires et professionnelles des enseignants qui demeureront en fonction et les exigences des tâches qui leur seront confiées.

Quand, à la suite des recommandations des rapports Patten et MacLeod, le ministère de l'Education multiplia les facultés de pédagogie et transféra les collèges de formation des enseignants aux universités, il déclencha un mécanisme qui, en raison des taux de croissance de la fin des années 1960, des projections plus qu'optimistes relativement au besoin de futurs enseignants et des problèmes politiques et sociaux découlant de la fermeture d'établissements, conduisit à la formation d'un nombre beaucoup trop élevé de diplômés, d'autant plus que le ralentissement du rythme des naissances a duré beaucoup plus longtemps que prévu.

La situation engendrée par cet excédent de diplômés est telle que personne ne peut s'opposer à la réduction des services de formation des enseignants. Les statistiques des Tableaux 9 et 10 et des Graphiques 5 et 6 de mon deuxième rapport préliminaire, extraites du fichier central des enseignants du ministère de

l'Education, et celles des Tableaux 11, 12, 13 et 14 de ce rapport, relativement aux départs et aux arrivées de 1966-1967 à 1976-1977, ne laissent aucun doute quant à l'ampleur et à la gravité du problème.

J'ai eu beaucoup de difficulté à retracer les nouveaux enseignants, voire les enseignants expérimentés mis à pied, les fichiers d'adresses ne contenant que les noms des enseignants actifs. Très souvent, ces fichiers n'étaient pas à jour, et au moment de notre échantillonnage, nous avons découvert que certains enseignants, classés "actifs", n'enseignaient pas alors que d'autres, qui enseignaient, étaient classés "inactifs". Ajoutons que les archives des finissants des facultés de pédagogie ne sont pas tenues à jour, qu'il y a de nombreuses erreurs dans les fichiers des universités et que les banques de données du ministère de l'Education et des associations d'enseignants ne conservent pas à jour les fiches des enseignants qui ont quitté la profession.[1] Il s'ensuit donc que ces chiffres ne tiennent pas compte des diplômés qui travaillent à l'extérieur de l'Ontario, ni de ceux qui occupent un autre emploi. A moins de disposer de statistiques rigoureuses, il est impossible d'évaluer exactement la situation de l'emploi chez les nouveaux diplômés et le bien-fondé des programmes de formation des enseignants.

En collaboration avec certaines facultés de pédagogie, j'ai entrepris une série de quatre études sur la situation de l'emploi chez leurs finissants, à partir des renseignements de leurs dossiers. Comme les archives des facultés ne comprenaient pas les adresses récentes (malgré l'assurance que nous en avaient donnée les facultés), nous avons reçu si peu de réponses à un premier questionnaire envoyé par la poste que nous avons dû abandonner notre intention d'étudier la situation au niveau de chaque établissement. Les quelques réponses reçues, en provenance d'enseignants ou de non-enseignants, ne constituaient qu'un échantillon "accidentel" restreint, que j'ai quand même demandé à MM. M. Gill et C. Watson d'analyser. A l'Université Queen, dont l'échantillonnage a été analysé par M. W. Peruniak, nous avons rencontré également des difficultés imprévues pour

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[1] Je viens d'apprendre qu'à l'avenir, les associations d'enseignants conserveront des fichiers à jour sur les enseignants excédentaires mis à pied.

retracer les anciens étudiants. Deux autres études, fondées sur les registres des bureaux régionaux ontariens d'Emploi et Immigration Canada et du Centre de main-d'oeuvre du Canada ont été entreprises: l'une par M. Michael Sinclair, sur les enseignants enregistrés aux centres de main-d'oeuvre; l'autre par M. Brian Wolfe, sur les enseignants bénéficiaires de prestations de chômage. Des résultats partiels de ces études ont été publiés dans mon deuxième rapport préliminaire. Un rapport intégral de chacune de ces études sera naturellement publié, l'information qu'elles contiennent -- notamment les commentaires des enseignants sur le bien-fondé des programmes de formation -- pouvant aider les responsables de la révision de ces programmes.

Les découvertes de ces études contredisent généralement la croyance selon laquelle la formation pédagogique est un type de formation générale susceptible de préparer à une occupation qui n'a rien à voir avec l'enseignement. Les réactions des répondants ont été majoritairement négatives, certains mettant même en doute l'utilité de la formation pédagogique elle-même comme préparation à l'enseignement, bien que l'enseignement pratique soit généralement beaucoup mieux perçu. Je dois admettre que certains répondants, par déception ou cynisme, ont pu juger également leur formation pré-universitaire de peu d'utilité pour leur travail actuel. Il est possible que la valeur des programmes pré-universitaires et de formation des enseignants apparaisse plus évidente avec le temps, mais les réponses à ce sujet me permettent d'en douter sérieusement.

Bien que ces quatre études diffèrent de façon marquée quant à l'ampleur et au nombre d'enseignants ou d'enseignants éventuels contactés, il s'en dégage un consensus étonnant. La plupart se sont inscrits aux facultés de pédagogie avec un ardent désir d'enseigner et plusieurs, après de nombreuses années, espèrent encore trouver un emploi dans l'enseignement. Dans l'ensemble, ils considèrent leur emploi actuel beaucoup moins intéressant que l'enseignement et pour certains, beaucoup moins rémunérateur. Il semble difficile de les persuader que d'autres occupations peuvent être intéressantes et rémunératrices, surtout celles qui sont reliées à l'enseignement, par exemple dans les entreprises

commerciales et industrielles. Ces résultats concordent avec les impressions que j'ai retenues de mes rencontres avec de nouveaux diplômés sans emploi et des enseignants déclarés excédentaires.

Pour la plupart des répondants, la seule formation pratique qu'ils jugent utile dans d'autres emplois est celle qui leur a permis de développer certaines aptitudes telles que les aptitudes aux relations interpersonnelles. D'autres estiment que leur formation universitaire et pédagogique n'ont servi qu'à les surqualifier pour d'autres occupations. Pour qu'il en soit autrement, il faudrait que les professeurs des établissements de formation des enseignants aient une vue plus réaliste de la situation de l'emploi et soient prêts à mettre sur pied des programmes de formation générale plus étendus, et que les attentes des candidats à l'enseignement soient plus réalistes.

Certains n'ont pas caché leur amertume devant l'absence ou le manque de renseignements touchant la situation de l'emploi dans l'enseignement. Ils ont tendance à accuser le gouvernement et les facultés de pédagogie d'avoir fait d'eux des chômeurs et ne comprennent pas que le gouvernement et les conseils scolaires ne leur "trouvent" pas ou ne leur "créent" pas d'emplois, par exemple en abaissant le ratio élèves-enseignant ou en éliminant les incompétents. Le plus difficile à accepter est sans doute le fait que leurs connaissances et leurs aptitudes particulières ne seront pas pleinement utilisées dans l'occupation à laquelle ils devront se résigner. Ajoutons qu'il semble y avoir une certaine discrimination sexuelle dans l'enseignement, du moins de l'avis des répondants.

L'un des principaux chercheurs de la Commission a fait remarquer que si les investissements sont probablement excessifs dans le domaine de la formation des enseignants, la même chose peut s'observer dans d'autres disciplines, et que toute réduction des inscriptions aux facultés de pédagogie risque d'engendrer de graves problèmes dans d'autres secteurs. La réduction des possibilités d'emploi pour les diplômés universitaires se fait sentir et continuera de se faire sentir dans l'ensemble du système universitaire, notamment dans les facultés des arts et des sciences et certaines facultés des écoles

non professionnelles. Le gouvernement devra donc examiner la situation de la formation des enseignants dans le contexte global de l'enseignement supérieur et des investissements peut-être excessifs qu'il draine.

Le contexte global de la situation actuelle des enseignants apparaît dans le Tableau 5.1, qui indique, par niveau, le nombre total des diplômés (de 1972 à 1977) des collèges et facultés de pédagogie de l'Ontario ainsi que le nombre de diplômés "actifs" ou "inactifs", selon qu'ils enseignent ou non en Ontario. (Ces chiffres ne comprennent pas le nombre de ceux qui enseignent à l'extérieur de l'Ontario ou ont une autre occupation.) En 1977, il n'y avait au niveau élémentaire que 1 292 enseignants sur 3 311 diplômés, soit 39,02%; au niveau secondaire, 1 344 enseignants sur 3 639 diplômés, soit 36,93%; pour l'ensemble des niveaux élémentaire et secondaire, 2 636 enseignants sur 6 950 diplômés, soit 37,93%. La baisse de la population scolaire entraînera une réduction du nombre d'enseignants, qui ne sera pas nécessairement directement proportionnelle, car les ratios élèves-enseignant peuvent varier selon les conventions collectives conclues entre les enseignants et leurs employeurs, les conseils scolaires.

Le Tableau 5.2 donne un aperçu de l'évolution des besoins futurs en personnel enseignant, globalement et pour les niveaux élémentaire et secondaire, selon les calculs de M. Hansen dans son modèle informatique FLEXOR 1978 sur la formation des enseignants, que nous analyserons un peu plus loin. Pour le moment, qu'il suffise d'attirer l'attention sur le fait que, selon les estimations, le nombre d'enseignants passera de 92 626 en 1977[1] à 86 090 en 1990, soit une perte de 6 536 enseignants ou 7,06%. Cette diminution semble peu importante; d'autres estimations, fondées sur des hypothèses différentes, indiquent une baisse encore plus considérable, mais il ne faut pas oublier qu'au niveau élémentaire, cette baisse a commencé dès 1971. Le nombre actuel d'enseignants à plein temps en Ontario est passé de 93 000 au 30 septembre 1970

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[1] Entre les chiffres réels de 1977, qui viennent d'être publiés et ceux de Hansen, l'écart n'est que de 0,4%, ce qui n'affecte pas la valicité des calculs de ce dernier.

TABLEAU 5.1

NOUVEAUX ENSEIGNANTS ACTIFS ET INACTIFS' DIPLÔMES DES UNIVERSITÉS ET COLLEGES DE L'ONTARIO, 1972-1977

Année	Niveau	Effectifs	Année du diplôme	Nombre de diplômés	Nombre de diplômés actifs (1)	Nombre de diplômés inactifs (2)	Pourcentage des diplômés actifs	
							par rapport à l'ensemble des diplômés	par rapport à l'ensemble des effectifs
1971-72	Elémentaire	4,196	1972	3,515	2,228	1,287	63.39	53.10
	Secondaire	3,133		2,756	1,744	1,012	63.28	55.67
	Total	7,329		6,271	3,972	2,299	63.34	54.20
1972-73	Elémentaire	3,139	1973	2,816	1,922	894	68.25	61.23
	Secondaire	3,276		2,849	894	955	66.48	57.92
	Total	6,415		5,665	3,816	1,849	67.36	59.54
1973-74	Elémentaire	1,780	1974	1,623	1,225	398	75.48	68.82
	Secondaire	3,036		2,685	1,898	787	70.69	62.52
	Total	4,814		4,308	3,123	1,185	72.49	64.87
1974-75	Elémentaire	2,229	1975	2,066	1,641	425	79.43	73.62
	Secondaire	3,512		3,161	2,382	779	75.36	67.82
	Total	5,741		5,227	4,023	1,204	76.97	70.07
1975-76	Elémentaire	3,347	1976	3,176	2,155	1,021	67.85	64.39
	Secondaire	3,762		3,423	2,225	1,198	65.00	59.14
	Total	7,109		6,599	4,380	2,219	66.37	61.61
1976-77	Elémentaire	3,311	1977	2,969	1,292	1,677	43.52	39.02
	Secondaire	3,639		3,122	1,344	1,778	43.05	36.93
	Total	6,950		6,091	2,636	3,455	43.28	37.93

Source: (1) Education Statistics, Ontario, 1977, ministère de l'Education (au 15 octobre de chaque année.)

(2) Fichier central des enseignants, ministère de l'Education.

TABLEAU 5.2

PREVISIONS SUR LE NOMBRE D'ENSEIGNANTS
DANS LES ECOLES DE L'ONTARIO
1977-2001

Année scolaire	Ecoles élémentaires	Ecoles secondaires	Total
Dès septembre			
1977 (EST.)	56,519	36,108	92,627
1978	55,683	36,814	92,497
1979	54,894	37,101	91,995
1980	54,566	36,667	91,233
1981	54,425	36,113	90,538
1982	54,771	35,068	89,839
1983	55,176	33,868	89,044
1984	54,754	32,770	87,524
1985	54,286	32,405	86,691
1986	54,198	32,086	86,284
1987	54,337	31,968	86,305
1988	54,684	31,706	86,390
1989	54,995	31,255	86,250
1990	55,521	30,569	86,090
1991	55,931	30,334	86,265
1992	56,297	30,314	86,611
1993	56,592	30,521	87,113
1994	56,819	30,695	87,514
1995	56,971	31,053	88,024
1996	56,036	31,315	88,351
1997	57,026	31,545	88,571
1998	56,927	31,741	88,668
1999	56,713	31,940	88,653
2000	56,402	32,124	88,526
2001	56,016	32,274	88,290

Source: FLEXOR, Teacher Education Computer Model - B.L. Hansen, 1978.

à 92 226 au 30 septembre 1977, soit une perte de 774 enseignants seulement. Mais durant cette période, le nombre d'enseignants à plein temps au niveau élémentaire a diminué de 2 535, alors qu'au niveau secondaire, il a augmenté de 1 761 (voir Education Statistics, 1977, ministère de l'Education, Tableau 5.01, p. 73).

A partir des projections sur les effectifs scolaires, il est facile d'évaluer la demande de nouveaux enseignants en faisant certaines hypothèses sur les ratios élèves-enseignant, le rythme des départs et les facteurs d'acquisition (tels que la réaffectation des enseignants excédentaires et l'embauchage de diplômés des années précédentes qui n'ont pu trouver un emploi dans l'enseignement). Au niveau secondaire, les prévisions par matière et par niveau peuvent être faites à partir des tendances passées. Des projections aussi détaillées sont naturellement sujettes à des erreurs importantes ou peuvent le devenir si les hypothèses ne se vérifient pas, mais elles fournissent certaines indications relativement aux besoins en personnel enseignant à court terme. J'ai fait préparer certains tableaux sur des projections détaillées jusqu'en 1987 à partir d'un modèle informatique élaboré pour le ministère de l'Education au Service de la planification de l'Institut d'études pédagogiques de l'Ontario, et que l'on peut consulter au chapitre 8. On remarquera que même si elle est fondée sur des projections et des hypothèses relativement prudentes, la demande de nouveaux diplômés baisse considérablement, même si le nombre global des enseignants ne diminue pas autant qu'on aurait pu le prévoir. Mais cela signifie simplement que le problème des enseignants excédentaires sera moins grave, et non pas que la demande de nouveaux diplômés augmentera. Ces résultats, calculés pour tous les conseils scolaires, parviendront un peu plus tard à ces derniers. Il est difficile pour les conseils scolaires de préparer des projections semblables. C'est pourquoi je fais la recommandation suivante:

> **Que le ministre de l'Education s'entende avec le service de la planification de l'Institut d'études pédagogiques de l'Ontario (qui a mis au point le modèle informatique requis et a accès à toutes les données nécessaires) pour préparer chaque année, à l'intention des conseils scolaires et à titre de service à la planification locale, les calculs nécessités par la recommandation du paragraphe précédent.**

Quant aux écoles secondaires (dont les résultats ont été publiés séparément pour les principaux domaines d'étude au chapitre 8), on constate à la fois une pénurie d'enseignants dans certains domaines et un excédent dans d'autres. Rappelons que ces chiffres, préparés pour cette Commission par le service de planification de l'Institut d'études pédagogiques de l'Ontario en vertu d'un contrat avec le ministère de l'Education, devraient être fournis chaque année à tous les conseils scolaires, dans le cadre de ma recommandation précédente. Le choix et l'admission des candidats aux facultés de pédagogie et aux programmes de recyclage ou de perfectionnement en cours d'emploi ne devraient se faire qu'après une étude très sérieuse de la situation de l'emploi dans l'enseignement.

Pour permettre une étude approfondie des besoins en enseignants à long terme et des besoins des services de formation des enseignants et de perfectionnement en cours d'emploi, ainsi que des coûts pour les établissements de formation des enseignants et pour la province, j'ai demandé à M. B.L. Hansen, du Hansen Group of Management Consultants, de préparer un modèle informatique complexe et souple, qui pourrait servir ultérieurement pour chacun des établissements concernés. Ce modèle indique non seulement les besoins annuels en nouveaux enseignants jusqu'en 2001 et le nombre correspondant d'inscriptions aux établissements de formation des enseignants, à partir des projections sur les effectifs scolaires que nous avons retenues pour les niveaux élémentaire et secondaire, mais aussi les coûts (globaux, par élève et par nouveau diplômé embauché). Les inscriptions aux établissements de formation des enseignants, aux programmes de formation en cours d'emploi et les totaux sont indiqués séparément pour les niveaux élémentaire et secondaire, pour faciliter la planification. Le modèle de Hansen, appelé "FLEXOR Teacher Education Computer Model", a été expliqué, à ma demande, au personnel des établissements de formation des enseignants et aux fonctionnaires du Conseil des universités de l'Ontario, et ces derniers ont pu discuter de la mise au point du modèle et de ses résultats avec l'auteur. Je suis convaincu qu'il peut être facilement adapté à d'autres types d'établissements d'enseignement supérieur et aux conseils scolaires, ce qui en ferait un instrument de planification très utile pour le gouvernement et les autres organismes intéressés.

Parmi les hypothèses principales de Hansen, mentionnons l'évolution du ratio élèves-enseignant, le pourcentage des départs, la retraite à 65 ans ou en

fonction du facteur 90[1], les ratios d'inscription aux établissements de formation des enseignants et le pourcentage des "nouveaux" enseignants par rapport aux "nouveaux embauchés". Pour ces dix simulations jusqu'en 2001, qui sont fondées sur des hypothèses trop nombreuses pour qu'elles soient indiquées pour chaque simulation, les Tableaux 5.B.1 à 5.B.10 de l'Appendice B donnent un aperçu des besoins en nouveaux enseignants, du nombre d'inscriptions aux programmes de formation des enseignants et de perfectionnement en cours d'emploi (séparément pour les niveaux élémentaire et secondaire, et pour l'ensemble) et des coûts (globaux, par élève et par nouveau diplômé embauché). Soulignons qu'un élément de "formation en cours d'emploi" a été intégré au modèle, à partir des programmes actuels mais en tenant compte de l'augmentation au cours des années, de sorte que les inscriptions "totales" tiennent compte de cet élément comme d'une sorte de minimum annuel. La "formation en cours d'emploi" apparaît comme un élément distinct. Parmi les différentes hypothèses, les plus critiques semblent être le facteur de retraite, le pourcentage de nouveaux enseignants nouvellement diplômés et le ratio d'inscriptions par rapport aux diplômés nécessaires.

Il ressort des 10 séries de résulats du tableau ci-dessous qu'à moins de supposer que les nouveaux diplômés représenteront un pourcentage très élevé des "nouveaux embauchés" (ce qui est peu vraisemblable au cours des dix ou quinze prochaines années), le nombre d'enseignants nécessaire sera très peu élevé et les inscriptions aux établissements de formation des enseignants diminueront très rapidement de plus de 50 pour cent par rapport à 1977. En prenant par exemple l'année 1977 comme point de repère (inscriptions aux établissements de formation des enseignants, 5 698; nouveaux diplômés nécessaires, 2 650), on obtient les chiffres maxima et minima suivants (à partir des chiffres des Tableaux 5.B.1 à 5.B.10):

Numéro du tableau	Total des inscriptions (formation des enseignants)				Besoins en nouveaux diplômés			
	Minimum		Maximum		Minimum		Maximum	
	Nombre	Année	Nombre	Année	Nombre	Année	Nombre	Année
12	912	1984	1,676	1995	629	1984	1,060	1997
13	786	1984	1,325	1997	629	1984	1,060	1997
14	912	1984	3,000	2001	629	1984	1,849	2001
15	786	1984	2,311	2001	629	1984	1,849	2001
16	2,279	1984	4,189	1995	1,573	1984	2,650	1997
17	1,966	1984	3,312	1997	1,573	1984	2,650	1997
18	2,279	1984	7,500	2001	1,573	1984	4,623	2001
19	1,966	1984	5,778	2001	1,573	1984	4,623	2001
20	1,376	1984	2,319	1997	1,101	1984	1,855	1997
21	1,376	1984	4,045	2001	1,101	1984	3,236	2001

[1] L'enseignant dont l'âge et les années d'expérience égalent 90 peut prendre sa retraite sans être pénalisé.

Il apparaît clairement que la période minimale se situe, dans tous les cas, autour de 1984 et la période maximale, vers la fin du siècle. Mais les chiffres diffèrent considérablement, selon les hypothèses de départ. Il s'ensuit donc que sans l'hypothèse d'une augmentation constante de l'élément "en cours d'emploi" intégré au modèle, le total des inscriptions resterait faible jusqu'en 1985. La série complète des rapports de M. Hansen est disponible et doit être étudiée avec soin par tous les intéressés (gouvernement, universités et associations d'enseignants). Si les mesures à court terme recommandées dans mon deuxième rapport préliminaire étaient mises en oeuvre, cela donnerait suffisamment de temps (au moins deux ans) pour terminer les plans à long terme de formation des enseignants, que nous allons maintenant examiner. Dans l'analyse des solutions de rechange, il faut aussi comparer les coûts, dont certains sont prohibitifs. Ceux des simulations 12 à 15 m'apparaissent trop faibles, et ceux des simulations 18 et 19, trop élevés; ce sont ceux des simulations 20 et 21 qui me semblent les plus réalistes.

Comme les enseignants de l'Ontario sont relativement jeunes, la contraction du système scolaire risque d'entraîner un nombre considérable d'enseignants excédentaires. Si ces derniers sont absorbés par le système, cela réduit d'autant les possibilités d'emploi pour les nouveaux diplômés. Une question difficile se pose alors: pour le moment, jusqu'à quel point faut-il réduire les inscriptions aux établissements de formation des enseignants? Les réponses varient en fonction des hypothèses et des facteurs considérés comme importants. Il existe une solution radicale à court terme: réduire immédiatement de 50% la taille du système de formation des enseignants, puis la réduire à nouveau d'autant en 1983. Il en résulterait un démantèlement d'une partie importante d'un système relativement jeune et dynamique, mis sur pied il y a une dizaine d'années au prix d'efforts et de ressources financières considérables, et qu'il faudra recréer quand un grand nombre des enseignants actuels auront atteint l'âge de la retraite. Une solution moins radicale consisterait en une série de compressions modestes de la taille des facultés de pédagogie et en l'utilisation de leurs professeurs excédentaires en vue de faciliter l'adaptation et le perfectionnement des nouveaux enseignants et des enseignants en général, et l'amélioration des programmes de formation en cours d'emploi.

Même si nous le voulions, une planification rigoureuse des effectifs ne peut s'appliquer dans le cas des futurs enseignants. En effet, les candidats admis aux établissements de formation des enseignants n'obtiennent pas tous leur diplôme et ne travaillent pas tous dans l'enseignement ou dans un domaine connexe. En 1977, pour chaque nouveau diplômé embauché au niveau élémentaire (voir les simulations FLEXOR), on comptait 2,14 candidats admis aux collèges de formation des enseignants, et 2,16 au niveau secondaire. Ces niveaux d'admission sont évidemment trop élevés. A l'aide des simulations du modèle FLEXOR, nous les avons donc ramenés de 2,14 à 1,40 ou 1,25 au niveau élémentaire et de 2,16 à 2,00 ou 1,25 au niveau secondaire.

Autre variable importante: le pourcentage de nouveaux embauchés que devraient (raisonnablement) représenter les nouveaux diplômés par rapport aux autres sources, y compris les enseignants excédentaires venant d'autres parties du système scolaire. Plusieurs mémoires ont souligné que s'il fallait n'accueillir que très peu de nouveaux diplômés pendant assez longtemps, la qualité de l'enseignement en souffrirait. Par ailleurs, il faut absolument maintenir le plus bas possible le nombre d'enseignants déclarés excédentaires en permanence. C'est en tenant compte de ces différents aspects que nous avons fait des simulations sur les niveaux d'inscriptions aux établissements de formation des enseignants, réduisant progressivement le nombre des nouveaux diplômés nouvellement embauchés de 50 à 40, 30 et 20%; dans une deuxième et une troisième projections, nous avons maintenu ces niveaux à 50 et à 35%. Nous avons utilisé les facteurs de retraite à 65 ans ou en fonction du facteur 90.

J'ai retenu l'opinion largement répandue et maintes fois exprimée lors des audiences et dans les mémoires, selon laquelle les services de formation en cours d'emploi sont la responsabilité légitime, voire essentielle, des facultés de pédagogie et de l'Institut d'études pédagogiques de l'Ontario, particulièrement dans le contexte actuel. Lors des simulations, nous avons donc examiné les inscriptions aux programmes de formation des enseignants et de perfectionnement en cours d'emploi de ces établissements. Le nombre d'enseignants inscrits à plein temps aux programmes de formation en cours d'emploi pour 1977 correspond à celui dont les facultés font état. Nous avons supposé

qu'il augmenterait d'environ 5,2% par an (soit un accroissement de 66% au cours des dix prochaines années), pour atteindre un maximum de 1 700. Cette augmentation est très plausible, un grand nombre d'enseignants étant tenus, pour conserver leur emploi ou être admissibles à une mutation, de se qualifier dans un autre domaine (ce genre de formation peut alors relever d'autres départements et facultés). En outre, en raison de la nouvelle politique du ministère relative à l'Ontario Teaching Certificate, selon laquelle les qualifications supplémentaires, y compris la spécialisation de type A, ne font plus partie de la formation de base, les besoins pour ce genre de service augmenteront. Si le gouvernement adopte, comme plusieurs l'ont recommandé, une politique de délivrance de certificats temporaires au lieu du système actuel de certificats permanents, le nombre d'inscriptions à plein temps aux programmes de formation en cours d'emploi sera beaucoup plus élevé que ne l'indiquent les tableaux.

Après avoir analysé les différents témoignages présentés, j'en ai conclu qu'il fallait absolument réduire le nombre des inscriptions aux établissements de formation des enseignants, et j'ai présenté des recommandations à court terme en ce sens dans mon deuxième rapport provisoire. Mais je n'irais pas jusqu'à réduire la taille des facultés de pédagogie à un point tel qu'elles ne puissent que répondre aux besoins modestes des dix prochaines années.

Je présente donc une série de recommandations, dont la plupart doivent être considérées dans leur ensemble si l'on veut bien comprendre la solution que je propose à la crise scolaire actuelle. En particulier, le rejet de certaines des plus importantes recommandations détruirait la validité de certaines autres, car elles sont toutes étroitement reliées.

5.1 L'offre et la demande en matière de personnel enseignant

J'endosse la proposition du Comité du ministère de l'Education sur les coûts de l'éducation, selon laquelle le ministère devrait abandonner la responsabilité directe de l'organisation et de la gestion des programmes, qui

sont de la compétence des facultés de pédagogie. Je fais donc la recommandation suivante:

> Que le ministre de l'Education ferme les Collèges de formation des enseignants de Toronto et de Hamilton à la fin de juin 1979 et confie leurs responsabilités aux facultés de pédagogie.

Selon cette recommandation -- qui prend une signification accrue par suite de l'institution d'un seul Ontario Teaching Certificate -- les établissements de formation des enseignants prépareront les candidats pour un plus grand éventail de niveaux qu'auparavant. Les collèges de formation des enseignants de l'Ontario (et les facultés de pédagogie Laurentian et Nipissing), qui n'ont jamais disposé des ressources humaines nécessaires pour offrir d'autres spécialisations que les niveaux primaire et élémentaire, devront effectuer des changements importants dans leurs programmes et leur personnel.

En vue de renforcer les fonctions de formation en cours d'emploi des facultés de pédagogie et de l'Institut d'études pédagogiques de l'Ontario, je fais la recommandation suivante:

> Que le ministère de l'Education envisage sérieusement la cessation des cours de formation professionnelle des enseignants, tout en continuant d'assumer un certain leadership dans la coordination des programmes offerts par les facultés de pédagogie et l'Institut d'études pédagogiques de l'Ontario.

Pour assurer sans délai des réductions importantes du nombre d'inscriptions aux facultés de pédagogie, je réitère les recommandations de mon deuxième rapport préliminaire et présente la recommandation suivante:

> Que le ministère de l'Education et le ministère des Universités et Collèges établissent immédiatement, pour septembre 1979 et septembre 1980, un contingentement des inscriptions aux facultés de pédagogie, en vue de les réduire de 50% par rapport à 1977-1978.
>
> A plus long terme, je recommande:
>
> Que le ministère de l'Education et le ministère des Universités et Collèges, après consultation avec le Conseil des universités de l'Ontario et les universités qui ont des facultés de pédagogie, déterminent la taille minimale des facultés de pédagogie qui devraient être maintenues au cours des dix prochaines années, précisent celles qui devront être fermées et indiquent le contingentement

-- sujet à révision périodique -- applicable à chacune des facultés restantes.

Je recommande en outre:

Que le plan recommandé au paragraphe précédent soit révisé en 1988 en fonction des besoins prévus en nouveaux enseignants dans les années 1990.

D'autres recommandations entraîneront des décisions sur l'aide minimale à accorder à la formation en cours d'emploi et aux programmes d'adaptation des nouveaux enseignants et de recherche. Une fois ces décisions prises, nous disposerons d'un système minimum complet garanti de formation des enseignants. Dans l'organisation de ce système minimum, il faudra prendre soin de préciser les établissements concernés et s'assurer qu'ils sont en mesure de dispenser les programmes de formation et de perfectionnement des enseignants, tout en ayant la possibilité de prendre facilement et rapidement de l'expansion pour répondre aux besoins ultérieurs prévus et aux fluctuations temporaires inattendues dans les programmes de formation des enseignants.

Pour éviter toute incompréhension ou mauvaise interprétation des possibilités d'emploi pour les nouveaux diplômés, dans l'immédiat et dans un avenir rapproché, je fais la recommandation suivante:

Que le ministère de l'Education et le ministère des Universités et Collèges, après consultation avec l'Ontario Teachers' Federation et les établissements de formation des enseignants, préparent un énoncé officiel des prévisions sur le nombre d'enseignants nécessaire au cours des dix prochaines années, y compris le nombre probable de nouveaux diplômés des établissements de formation des enseignants qui trouveront vraisemblablement un emploi dans le système scolaire public de l'Ontario.

Je recommande en outre:

Que l'énoncé mentionné dans la recommandation précédente soit distribué aux finissants de 13^{e} année et aux universités, par l'entremise des présidents et doyens des facultés des arts et des sciences et de pédagogie; qu'il paraisse dans la publication Dimensions du ministère de l'Education et soit diffusé dans la presse écrite et électronique.

En vue d'éviter un sérieux excédent de personnel dans les différents domaines d'étude et une carence possible dans d'autres, je fais la recommandation suivante:

Que le ministère de l'Education et le ministère des Universités et Collèges obligent les conseils scolaires à réviser leurs projections relatives à leurs besoins en personnel, par matière. Ces prévisions doivent être mises à jour et communiquées chaque année au ministère par le biais du service de la planification de l'Institut d'études pédagogiques de l'Ontario.

Je recommande en outre:

En se fondant sur les renseignements contenus dans le rapport dont il a été question dans la recommandation précédente, que le ministère, de concert avec les établissements de formation des enseignants, coordonne les inscriptions aux différents domaines d'études et niveaux, sans toutefois fixer de contingentement rigide.

5.2 Formation des enseignants

Etant donné les faibles besoins au chapitre des nouveaux enseignants au cours des dix prochaines années, la formation des enseignants prendra considérablement moins d'importance pour les facultés de pédagogie. Mais même dans ce contexte, certaines recommandations intéressantes et utiles ont été proposées pour les programmes de formation des enseignants, et je les reprends à mon compte.

Tant que se poursuivra la baisse de la population scolaire, la mutation des enseignants en fonction dépendra de leur aptitude à s'adapter à de nouvelles tâches. Cela exigera beaucoup plus de connaissances générales et de spécialisation, à moins d'être spécialisé dans plusieurs matières ou domaines. Et comme ces conditions se maintiendront vraisemblablement au cours des prochaines années, je fais la recommandation suivante:

Que les facultés de pédagogie révisent leurs programmes de manière à laisser aux étudiants le plus de souplesse possible dans le choix des domaines d'étude et des niveaux scolaires.

Comme les programmes "personnalisés" des facultés de pédagogie sont en mesure de préparer les diplômés à remplir des tâches utiles en dehors de l'enseignement régulier, je présente la recommandation suivante:

Que les facultés de pédagogie diversifient leurs programmes de manière à décerner également des diplômes à ceux qui se destinent

à un travail autre que l'enseignement régulier: garderies, travail social, jardins d'enfants, éducation dans les pays en voie de développement, par l'entremise du SUCO, par exemple; travail d'agent d'éducation au service de l'industrie et des entreprises commerciales, des pénitenciers, agents d'alphabétisation ou d'éducation des adultes.

Pour faciliter cette diversification, je recommande en outre:

Que les facultés disposent de plus de liberté et de souplesse dans le choix des stages pratiques pour leurs étudiants et qu'elles diversifient cet aspect de leurs programmes de formation.

Je recommande enfin:

Que les facultés qui auront mis au point un programme diversifié du type recommandé ci-dessus et approuvé par le ministère de l'Education et le ministère des Universités et Collèges, soient autorisées à augmenter leur contingentement.

Comme nous vivons dans un pays bilingue, nous devons améliorer l'enseignement du français aux anglophones et de l'anglais aux francophones, même en période de baisse de la population scolaire. Cela ne se fera qu'au prix d'efforts spéciaux, à commencer par la formation des enseignants. Pour ce faire, tout en conservant nos ressources au cours de ces années difficiles, je présente la recommandation suivante:

Qu'une des facultés de pédagogie soit transformée en centre de formation d'enseignants bilingues pour toutes les écoles de l'Ontario. Ce centre, qui deviendrait un microcosme dans lequel les candidats des deux langues officielles pourraient vivre et travailler dans un milieu bilingue, devrait être situé dans un endroit qui faciliterait l'accès aux deux langues et cultures.

Ayant à l'esprit les besoins des enseignants déclarés excédentaires dans un domaine, je recommande en outre:

Que les facultés mettent au point des programmes spéciaux à l'intention des enseignants excédentaires désireux de se recycler ou de se qualifier dans une autre discipline où leurs services seraient nécessaires.

5.3 Formation en cours d'emploi et perfectionnement professionnel

Comme je l'ai déjà mentionné, il ressort des enquêtes et des audiences de cette Commission que les facultés de pédagogie, dotées de ressources humaines d'une rare compétence, devraient jouer un plus grand rôle dans la formation en cours d'emploi et le perfectionnement professionnel des enseignants.[1] Il était naturel que le rapport de l'Association of Deans of Education, présenté par le biais du Conseil des universités de l'Ontario, souligne ce point comme elle l'a fait et insiste sur l'urgence de mettre au point des plans spécifiques pour réorienter leurs ressources vers une participation accrue aux activités de perfectionnement professionnel des enseignants. Quant aux enseignants, ils soulignent également ce besoin et réclament que les facultés de pédagogie jouent un rôle plus actif dans le perfectionnement en cours d'emploi. Individuellement et par le biais de leurs associations, ils ne cessent de réclamer des cours pertinents et qui répondent à leurs besoins. Voici quelques-uns des commentaires que cette Commission a reçus à ce sujet:

"Les facultés de pédagogie devraient orienter leurs priorités de façon plus dynamique dans la formation en cours d'emploi. Elles ont en effet une expérience inappréciable dans la recherche, les programmes, la coordination de projets et le perfectionnement professionnel."

"Les établissements de formation des enseignants devraient s'occuper davantage de répondre aux besoins existants en matière de perfectionnement professionnel des enseignants."

La plupart des pays qui ont étudié l'incidence de la baisse des effectifs scolaires sur la formation des enseignants en ont profité pour orienter les activités du personnel des établissements de formation des enseignants vers l'aide pédagogique en cours d'emploi. Je suis convaincu qu'il ne s'agit pas là d'une tentative pour "tenir occupée" une faculté inutilisée ou pour favoriser les emplois existants par la pratique connue dans les milieux syndicaux sous le nom de "feather-bedding", mais d'une tentative sincère visant à répondre à un grand nombre de besoins réels des enseignants.

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[1] Qu'elles puissent le faire sans devoir recycler au moins quelques-uns des membres de leur personnel est une question controversée, sur laquelle j'ai reçu des avis contradictoires. Je suis d'avis qu'il n'est pas donné à tous les professeurs des facultés de pédagogie de s'adapter rapidement et facilement aussi bien aux programmes de formation des enseignants qu'aux programmes de perfectionnement en cours d'emploi.

En Ontario comme ailleurs, plusieurs ont exprimé leur inquiétude devant le grand nombre d'enseignants qui, une fois leur certificat permanent obtenu, hésitent à entreprendre des cours de recyclage, de perfectionnement, ou simplement de rafraîchissement. On a également souligné que la plupart de ceux qui participent aux activités de formation en cours d'emploi, souvent les plus consciencieux et les plus compétents, sont ceux qui sentent le besoin de se perfectionner et de se tenir à jour ou qui reconnaissent que dans le système, les promotions dépendent de l'empressement à poursuivre son perfectionnement. Etant donné l'insatisfaction généralisée du public envers l'école -- qui s'exprime de plus en plus ouvertement -- bien des parents accueilleraient favorablement un programme systématique et obligatoire de perfectionnement des enseignants.

Aucune mesure de révision automatique et régulière du droit des enseignants de détenir un certificat ne semble avoir été prise, ni même envisagée sur une grande échelle. Il existe des procédures judiciaires ou autres permettant de retirer à un enseignant son certificat ou de le suspendre pendant une certaine période de temps, mais il s'agit là d'une "approche punitive", très éloignée de la notion de perfectionnement continu et partant, de celle de compétence accrue. Plus que quiconque, les enseignants doivent accepter la notion d'éducation permanente. Loin d'être laissé au hasard, le perfectionnement doit être encouragé, comme cela se fait dans d'autres domaines.

Certains déplorent le manque de programmes provinciaux appropriés pour faciliter l'adaptation des nouveaux diplômés au cours de leur première année d'enseignement, sans compter que la plupart des conseils scolaires ne semblent pas sensibilisés à ce besoin. Dans les facultés de pédagogie, le futur enseignant, qui a très peu de contacts avec une classe, n'est pas préparé à prendre l'entière responsabilité d'un groupe d'élèves. Son diplôme à peine obtenu, le voilà tout à coup responsable d'un groupe d'élèves (s'il a pu trouver un emploi dans l'enseignement) sans autre appui que les conseils intermittents ou distraits des collègues ou du directeur. Cette lacune existe d'ailleurs bien au-delà de la première année d'enseignement. Certains pays, par exemple l'Allemagne de

l'Ouest, consacrent beaucoup plus de temps et de ressources que nous à l'initiation des nouveaux diplômés, et plusieurs pays (par exemple, l'Angleterre) emboîtent le pas en ce sens. En Ontario, nous pourrions profiter de la situation actuelle pour adopter ou mettre au point un programme d'adaptation des enseignants sans expérience ou pour répondre à tout autre besoin des enseignants qui changent de tâche. Je présente donc la recommandation suivante:

> Que le ministère de l'Education reconnaisse le principe d'un programme d'initiation à l'intention des nouveaux diplômés et invite les facultés de pédagogie à offrir ces programmes dans le prolongement de l'enseignement pratique.

Je recommande en outre:

> Que le ministère de l'Education abandonne sa politique de décerner des certificats permanents d'enseignement et adopte plutôt un système de certificats temporaires de cinq ans, renouvelables seulement pour les enseignants pouvant attester de façon satisfaisante qu'ils se sont perfectionnés (au moins en suivant l'équivalent de six semaines de cours) au cours de la période précédant le renouvellement de leur certificat. Les enseignants qui désirent renouveler leur certificat devront fournir la preuve, non seulement de leurs qualifications, mais également de leurs succès professionnels (dans l'enseignement ou ailleurs).

Je recommande enfin:

> Que les facultés de pédagogie et l'Institut d'études pédagogiques de l'Ontario soient encouragés à mettre au point un programme substantiel de formation en cours d'emploi et de perfectionnement professionnel à l'intention des enseignants, y compris le programme d'initiation indiqué dans la recommandation précédente. Les ministères pourraient, comme cela se pratique en Ecosse, financer une certaine partie (par exemple, 20%) de ce programme. Cet encouragement pourrait aussi prendre une forme moins directe, par exemple en mettant au point une formule acceptable de subvention des activités en cours d'emploi à plein temps, au même titre que celles des cours réguliers de formation des enseignants. Je recommande de préférence l'adoption de cette dernière formule.

Pour faciliter l'élaboration systématique de programmes de formation en cours d'emploi, je fais la recommandation suivante:

Que les universités dotées d'une faculté de pédagogie et l'Institut d'études pédagogiques de l'Ontario soient incités, au moyen de subventions d'encouragement, par exemple, à mettre au point un programme menant à un diplôme ou à un grade universitaire en éducation des adultes, dont les crédits nécessaires pourraient être accumulés au moyen des différentes unités d'études des programmes de formation en cours d'emploi. Pour les subventions des inscriptions à ces cours, on pourrait adopter la formule dont il a été question dans la recommandation précédente.

Je recommande en outre:

Que les cours ouvrant droit à des crédits en vue d'un diplôme ou d'un grade universitaire en éducation des adultes soient dûment approuvés par le Conseil de l'université, étant entendu que pour l'obtention du diplôme seulement, il ne sera pas nécessaire de suivre la totalité ou la moitié des cours habituels comme dans la plupart des autres facultés. Pour rendre les programmes de formation en cours d'emploi accessibles au plus grand nombre, les unités d'études correspondant à un cinquième ou à un quart de cours pourraient compter pour ce diplôme.

Tout en étant conscient de ces problèmes, je souhaite qu'une certaine souplesse soit introduite dans les cours menant à un grade universitaire en éducation des adultes.

Ayant à l'esprit le scepticisme de bon aloi de nombreux enseignants -- non seulement en Ontario, mais dans plusieurs autres provinces -- concernant la nature plutôt ésotérique de certains cours de formation en cours d'emploi, je fais la recommandation suivante:

Dans la préparation de programmes en éducation des adultes, que les facultés de pédagogie et l'Institut d'études pédagogiques de l'Ontario sollicitent l'avis et la participation de leurs propres membres et de professeurs et administrateurs compétents et expérimentés de l'extérieur.

La collaboration de tous est essentielle au succès d'un programme de formation en cours d'emploi. Les facultés de pédagogie doivent donc accepter comme légitime la communication réciproque entre les enseignants et les facultés de pédagogie, de manière à diminuer la méfiance et le scepticisme que bien des enseignants entretiennent à l'égard des programmes émanant des universités.

Pour faciliter l'accès aux ressources des facultés de pédagogie et de l'Institut d'études pédagogiques de l'Ontario aux enseignants inscrits à des activités de

formation ou de consultation de courte durée, qui font partie intégrante des programmes de perfectionnement en cours d'emploi, je fais la recommandation suivante:

> Que le ministère accepte de subventionner un certain pourcentage (par exemple, 10%) des activités d'une faculté de pédagogie ou de l'Institut d'études pédagogiques de l'Ontario pour la mise sur pied d'un service de consultation distinct et approuvé à l'intention du système scolaire.

Je recommande en outre:

> Que les frais accessoires propres aux activités de perfectionnement professionnel de courte durée dont il a été question dans la recommandation précédente (à l'exclusion, naturellement, de la rémunération des professeurs) soient assumés par les participants.

Advenant l'adoption de la recommandation selon laquelle une preuve de perfectionnement pourrait être exigée pour le renouvellement d'un certificat, des mesures doivent être prises pour dispenser des programmes de perfectionnement en cours d'emploi sur une grande échelle tout au long de l'année. Pour permettre aux enseignants de suivre ces cours, je fais la recommandation suivante:

> Que les conseils scolaires soient encouragés à maintenir des "banques" d'enseignants pour permettre à ceux qui le désirent de s'inscrire aux activités de formation en cours d'emploi.

Dans un système scolaire en compression, certains enseignants excédentaires pourraient contribuer à alléger la tâche de leurs collègues. A cette fin, je fais la recommandation suivante:

> Que les nouveaux diplômés soient d'abord embauchés à temps partiel (qu'on leur confie par exemple 1/2 ou 2/3 de tâche, avec salaire proportionnel) et qu'au cours de leur première année d'enseignement, ils soient tenus de participer au programme d'initiation et aux séminaires organisés par les facultés d'éducation et l'Institut d'études pédagogiques de l'Ontario (en collaboration avec le ministère de l'Education et les associations d'enseignants).

En raison des horaires chargés de nombreux enseignants, je présente la recommandation suivante:

> Dans la mesure du possible et en vue de faciliter l'accès à certains services spéciaux, que les facultés de pédagogie et l'Institut d'études pédagogiques de l'Ontario dispensent leurs programmes de perfectionnement en cours d'emploi dans les endroits les plus accessibles à l'ensemble des participants. Cette mesure s'applique notamment dans le cas des enseignants de la région Nord.

5.4 Recommandations générales

L'un des problèmes les plus importants de la formation des enseignants en Ontario est peut-être l'absence d'un organisme consultatif où les représentants de tous les groupes intéressés (ministère de l'Education, ministère des Universités et Collèges, facultés et collèges de pédagogie, Institut d'études pédagogiques, associations d'enseignants, administrateurs et commissaires, etc.) pourraient discuter ouvertement de la formation des enseignants et conseiller le gouvernement sur les politiques à adopter. Récemment, il est parfois arrivé qu'un ministère ne semble pas comprendre les politiques d'un autre ministère. Lorsqu'un groupe particulier rencontre un ministre, les autres groupes ont tendance à se méfier des suggestions qui peuvent lui être présentées. Il me semble essentiel que le gouvernement prenne l'initiative de mettre sur pied un organisme semblable, qui augmenterait la crédibilité des politiques adoptées par le ministère à la suite de consultations. Je fais donc la recommandation suivante:

> Que le ministère de l'Education et le ministère des Universités et Collèges mettent sur pied un comité consultatif sur les besoins en personnel et la formation des enseignants, représentatif de toutes les parties intéressées.[1]

Bien des enseignants craignent que les réductions des inscriptions aux facultés de pédagogie et à l'Institut d'études pédagogiques ne nuisent aux programmes menant à un grade universitaire en pédagogie et à l'élaboration de nouveaux programmes en ce sens. Ces programmes, dont l'importance a été reconnue au cours des dix dernières années, ont été accueillis avec enthousiasme par les enseignants et seront de plus en plus nécessaires. Je fais donc la recommandation suivante:

> Que les facultés de pédagogie et l'Institut d'études pédagogiques de l'Ontario soient encouragés à maintenir leurs programmes universitaires de formation pédagogique au moins à leurs niveaux actuels d'admission.

Pendant trop longtemps, en raison d'un nombre extrêmement limité de programmes menant à un grade universitaire en pédagogie, nos étudiants étaient forcés de fréquenter des universités étrangères. Nous avons maintenant mis au point un programme dont nous pouvons être fiers. Nous ne devons pas perdre ce que nous avons gagné.

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[1] L'Ontario Teacher Education Forum, récemment approuvé, constitue un pas dans cette direction; il pourrait servir de base à ce comité.

En raison des exigences des programmes de formation des enseignants, la plupart des facultés de pédagogie n'ont pu entreprendre les recherches qu'elles auraient voulu faire et pour lesquelles elles avaient les compétences nécessaires. Maintenant que les besoins en nouveaux diplômés diminuent, elles devraient être plus en mesure de se consacrer davantage à la recherche pédagogique pratique. Comme la recherche fait partie intégrante du rôle de l'université, elle devrait profiter non seulement à la faculté elle-même, mais à l'ensemble du système scolaire. Je fais donc la recommandation suivante:

> Que les facultés de pédagogie et l'Institut d'études pédagogiques de l'Ontario soient encouragés à étendre leurs activités à la recherche pédagogique et que tous les membres du personnel, sans distinction, aient droit aux subventions générales et spéciales allouées à cette fin par les ministères et autres organismes.

Les décisions touchant l'avenir des programmes de formation des enseignants et de formation en cours d'emploi peuvent entraîner la fermeture de certains collèges ou facultés de pédagogie ou la réduction de leurs activités. En ce cas, le gouvernement devrait prendre des mesures pour indemniser les professeurs excédentaires affectés par ces politiques. En Europe[1] (Angleterre, Ecosse, Suède, Danemark et Allemagne), on admet que le gouvernement est responsable des salaires des professeurs réguliers de pédagogie dont la carrière est affectée par suite de décisions gouvernementales et qui ne peuvent trouver un emploi à la mesure de leurs compétences (voir l'article du professeur V. Ready, Crombie Compensations in England, dans le Bulletin d'information n° 10 de cette Commission). Lorsque les salaires ne sont pas garantis, ils sont remplacés par une indemnité raisonnable de départ ou des subventions de formation ou autres. Je fais donc la recommandation suivante:

> Que les ministères envisagent l'élaboration d'une politique appropriée de compensation à l'égard des professeurs de pédagogie qui, en raison d'une décision ministérielle, ne pourront trouver un emploi correspondant à leur compétence.

Je ne crois pas qu'il soit justifié, dans le contexte actuel, de continuer à verser indéfiniment leur salaire à ces enseignants. Mais une forme quelconque de compensation et d'aide qui permette aux professeurs excédentaires de se trouver

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[1] Les professeurs et membres des facultés sont souvent des fonctionnaires du gouvernement.

un emploi à la mesure de leurs compétences m'apparaît non seulement justifiée, mais elle s'inscrit dans les droits des travailleurs. C'est là un problème général auquel d'autres facultés universitaires devront faire face, et qui doit être réglé à l'intérieur du système universitaire par le biais d'une entente générale avec le gouvernement.

Appendice 5.A

L'effet cumulatif de ces recommandations sera de réduire les programmes de formation des enseignants en Ontario et de diriger une grande partie des ressources des services de formation des enseignants vers la formation en cours d'emploi, de perfectionnement professionnel des enseignants (y compris les programmes d'initiation de nouveaux enseignants) et des programmes diversifiés d'aide pédagogique et de recherche. La mise en pratique de ces recommandations au niveau d'une faculté pourrait donner les résultats suivants:

Budget actuel

Financement des programmes de formation des enseignants	- 80%	$1 600 000
Financement des programmes de perfectionnement en cours d'emploi	- 10%	200 000
Programmes menant à un grade universitaire	- 10%	200 000
		$2 000 000

Si le gouvernement décidait de réduire de 20% le budget de la formation des enseignants (en dollars constants), le nouveau budget se présenterait ainsi:

Nouveau budget

(fondé sur la mise en oeuvre des recommandations de ce rapport)

Financement des programmes de formation des enseignants	- 50%	$ 800 000	
Financement des programmes de perfectionnement en cours d'emploi	- 20%	320 000	
Programmes menant à un grade universitaire	- 12,5%	200 000	(soit le niveau actuel)
Programmes diversifiés	- 7,5%	120 000	
Recherche	- 10%	160 000	
		$1 600 000	

Cette répartition indique une baisse sensible dans les services de formation des enseignants, qui correspond aux besoins en nouveaux diplômés. Elle montre également comment, avec l'aide financière des ministères, les facultés de pédagogie pourraient se consacrer efficacement à répondre aux besoins sans cesse croissants de perfectionnement professionnel chez les enseignants. Cela leur permettrait de conserver leurs équipes de professeurs d'expérience, essentielles au maintien de programmes de qualité. Le personnel supplémentaire nécessaire pourrait être embauché, au besoin, pour de courtes périodes. Cela permettrait également d'être en mesure de répondre rapidement à une demande inattendue provenant d'un secteur ou l'autre des activités de la faculté.

Appendice 5.B

Tableaux des simulations du modèle informatique FLEXOR

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TABLEAU 5.B.1

PROJECTIONS SUR LES BESOINS DE FORMATION DES ENSEIGNANTS, INSCRIPTIONS ET COÛTS, 1978 À 2001

SIMULATION Nº 12

ANNÉE	BESOINS EN NOUVEAUX DIPLÔMÉS			INSCRIPTIONS (FORMATION DES ENSEIGNANTS) NOMBRE DE DIPLÔMÉS EMBAUCHÉS			INSCRIPTIONS									COÛTS								
							ELÉMENTAIRE			SECONDAIRE			TOTAL			COÛTS D'EXPLOITATION			COÛTS PAR ÉLÈVE			COÛTS PAR DIPL. EMBAUCHÉ		
	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL
	NOMBRE	NOMBRE	NOMBRE	RATIO	RATIO	RATIO	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,698	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.77	2.08	1.91	2,262	537	2,799	2,236	561	2,797	4,498	1,098	5,596	15,132,000	16,296,000	31,428,000	5,407	5,826	5,616	12,412	19,194	15,184
1979	1,020	704	1,725	1.40	2.00	1.64	1,429	574	2,003	1,408	599	2,007	2,837	1,173	4,010	14,678,040	15,807,120	30,485,160	7,329	7,875	7,602	12,334	36,983	18,783
1980	890	315	1,205	1.40	2.00	1.56	1,246	611	1,857	630	637	1,267	1,875	1,248	3,123	14,237,699	15,332,906	29,570,605	7,669	12,108	9,467	15,981	44,911	23,242
1981	627	183	809	1.40	2.00	1.54	877	648	1,525	365	675	1,040	1,242	1,323	2,565	13,810,568	14,872,919	28,683,487	9,055	14,298	11,181	11,589	70,878	18,460
1982	722	80	802	1.40	2.00	1.46	1,011	685	1,696	160	713	873	1,171	1,398	2,569	13,396,251	14,426,732	27,822,983	7,898	16,530	10,831	11,272	71,910	17,232
1983	738	40	778	1.40	2.00	1.43	1,034	722	1,756	80	751	831	1,114	1,473	2,587	12,994,363	13,993,930	26,988,293	7,402	16,840	10,454	13,703	28,044	19,351
1984	577	52	629	1.40	2.00	1.45	808	759	1,567	104	789	893	912	1,548	2,460	12,604,532	13,574,112	26,178,644	8,043	15,208	10,643	11,871	8,790	13,390
1985	564	189	753	1.40	2.00	1.55	790	796	1,586	378	827	1,205	1,168	1,623	2,791	12,226,396	13,166,888	25,393,285	7,711	10,923	9,099	9,802	21,755	13,120
1986	634	195	829	1.40	2.00	1.54	887	833	1,720	391	865	1,256	1,278	1,698	2,976	11,859,604	12,771,882	24,631,486	6,893	10,171	8,276	9,110	17,286	11,744
1987	678	233	911	1.40	2.00	1.55	949	833	1,782	466	865	1,331	1,415	1,698	3,113	11,563,114	12,452,585	24,015,699	6,488	9,354	7,713	8,557	21,445	11,806
1988	721	203	925	1.40	2.00	1.53	1,010	833	1,843	407	865	1,272	1,417	1,698	3,115	11,331,852	12,203,533	23,535,385	6,149	9,596	7,556	8,644	23,885	12,139
1989	718	163	882	1.40	2.00	1.51	1,006	833	1,839	327	865	1,192	1,333	1,698	3,031	11,161,874	12,020,480	23,182,354	6,070	10,086	7,649	7,980	29,193	11,610
1990	765	113	878	1.40	2.00	1.48	1,071	833	1,904	226	865	1,091	1,297	1,698	2,995	11,050,255	11,900,275	22,950,531	5,803	10,909	7,663	8,306	12,474	10,507
1991	748	198	946	1.40	2.00	1.53	1,048	833	1,881	395	865	1,260	1,443	1,698	3,141	10,995,004	11,840,774	22,835,778	5,846	9,397	7,271	8,108	15,551	10,552
1992	755	239	994	1.40	2.00	1.54	1,058	833	1,891	477	865	1,342	1,535	1,698	3,233	10,995,004	11,840,774	22,835,778	5,815	8,821	7,063	8,247	14,828	10,529
1993	746	284	1,030	1.40	2.00	1.57	1,044	833	1,877	568	865	1,433	1,612	1,698	3,310	11,049,979	11,899,978	22,949,957	5,887	8,304	6,933	8,226	16,909	10,892
1994	747	279	1,026	1.40	2.00	1.56	1,046	833	1,879	558	865	1,423	1,604	1,698	3,302	11,138,379	11,995,178	23,133,557	5,927	8,430	7,006	8,458	14,545	10,619
1995	735	323	1,058	1.40	2.00	1.58	1,029	833	1,862	647	865	1,512	1,676	1,698	3,374	11,238,624	12,103,134	23,341,759	6,036	8,006	6,919	8,367	16,866	11,050
1996	742	307	1,049	1.40	2.00	1.58	1,039	833	1,872	614	865	1,479	1,653	1,698	3,351	11,351,011	12,224,166	23,575,176	6,063	8,265	7,035	8,390	16,423	10,972
1997	751	309	1,060	1.40	2.00	1.57	1,051	833	1,884	618	865	1,483	1,669	1,698	3,367	11,464,521	12,346,407	23,810,928	6,084	8,325	7,071	8,726	16,917	11,382
1998	733	304	1,037	1.40	2.00	1.58	1,026	833	1,859	608	865	1,473	1,634	1,698	3,332	11,579,166	12,469,872	24,049,038	6,228	8,464	7,217	9,021	15,514	11,338
1999	708	332	1,040	1.40	2.00	1.59	992	833	1,825	664	865	1,529	1,656	1,698	3,354	11,694,958	12,594,570	24,289,528	6,409	8,239	7,243	9,109	16,536	11,658
2000	698	331	1,029	1.40	2.00	1.59	977	833	1,810	661	865	1,526	1,638	1,698	3,336	11,811,907	12,720,516	24,532,424	6,526	8,354	7,353	9,242	16,599	11,788
2001	690	332	1,022	1.40	2.00	1.59	966	833	1,799	664	865	1,529	1,630	1,698	3,328	11,930,026	12,847,721	24,777,748	6,632	8,402	7,445	---	---	---

SOURCE: THE HANSEN GROUP
DETAILED REPORTS OF SIMULATION EXPERIMENTS 1-19
THE FUTURE FOR TEACHER EDUCATION IN ONTARIO

TABLEAU 5.B.2

PROJECTIONS SUR LES BESOINS DE FORMATION DES ENSEIGNANTS. INSCRIPTIONS ET COÛTS. 1978 À 2001

SIMULATION Nº 13

ANNÉE	BESOINS EN NOUVEAUX DIPLÔMÉS			INSCRIPTIONS (FORMATION DES ENSEIGNANTS) NOMBRE DE DIPLÔMÉS EMBAUCHÉS			INSCRIPTIONS									COÛTS								
							ELÉMENTAIRE			SECONDAIRE			TOTAL			COÛTS D'EXPLOITATION			COÛTS PAR ÉLÈVE			COÛTS PAR DIPL. EMBAUCHÉ		
	ELÉMENTAIRE	SECONDAIRE	TOTAL	ELÉMENTAIRE	SECONDAIRE	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	ELÉMENTAIRE	SECONDAIRE	TOTAL	ELÉMENTAIRE	SECONDAIRE	TOTAL	ELÉMENTAIRE	SECONDAIRE	TOTAL
	NOMBRE	NOMBRE	NOMBRE	RATIO	RATIO	RATIO	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,698	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.84	1.86	1.85	2,356	537	2,893	1,996	561	2,557	4,352	1,098	5,450	15,132,000	16,296,000	31,428,000	5,231	6,373	5,767	12,493	18,808	15,099
1979	1,020	704	1,725	1.55	1.55	1.55	1,578	574	2,152	1,094	599	1,693	2,672	1,173	3,845	14,678,040	15,807,120	30,485,160	6,820	9,338	7,928	12,637	34,381	18,489
1980	890	315	1,205	1.25	1.25	1.25	1,112	611	1,723	394	637	1,031	1,506	1,248	2,754	14,237,699	15,332,906	29,570,605	8,262	14,877	10,738	15,431	35,111	21,336
1981	627	183	809	1.25	1.25	1.25	783	648	1,431	228	675	903	1,011	1,323	2,334	13,810,568	14,872,919	28,683,487	9,649	16,466	12,287	11,065	51,677	16,624
1982	722	80	802	1.25	1.25	1.25	903	685	1,588	100	713	813	1,003	1,398	2,401	13,396,251	14,426,732	27,822,983	8,437	17,748	11,590	10,782	48,569	15,854
1983	738	40	778	1.25	1.25	1.25	923	722	1,645	50	751	801	973	1,473	2,446	12,994,363	13,993,930	26,988,293	7,900	17,471	11,034	13,088	18,237	14,928
1984	577	52	629	1.25	1.25	1.25	722	759	1,481	65	789	854	786	1,548	2,334	12,604,532	13,574,112	26,178,644	8,513	15,900	11,214	11,239	5,759	12,194
1985	564	189	753	1.25	1.25	1.25	705	796	1,501	237	827	1,064	941	1,623	2,564	12,226,396	13,166,888	25,393,285	3,146	12,381	9,902	9,255	15,469	11,534
1986	634	195	829	1.25	1.25	1.25	792	833	1,625	244	865	1,109	1,037	1,698	2,735	11,859,604	12,771,882	24,631,486	7,297	11,514	9,008	8,615	12,254	10,376
1987	678	233	911	1.25	1.25	1.25	848	833	1,681	291	865	1,156	1,139	1,698	2,837	11,563,114	12,452,585	24,015,699	6,880	10,769	8,465	8,084	15,429	10,426
1988	721	203	925	1.25	1.25	1.25	902	833	1,735	254	865	1,119	1,156	1,698	2,854	11,331,852	12,203,533	23,535,385	6,532	10,904	8,247	8,199	16,962	10,810
1989	718	163	882	1.25	1.25	1.25	898	833	1,731	204	865	1,069	1,102	1,698	2,800	11,161,874	12,020,480	23,182,534	6,448	11,242	8,279	7,569	20,337	10,393
1990	765	113	878	1.25	1.25	1.25	956	833	1,789	141	865	1,006	1,097	1,698	2,795	11,050,255	11,900,275	22,950,531	6,176	11,828	8,210	7,891	8,452	9,525
1991	748	198	946	1.25	1.25	1.25	936	833	1,769	247	865	1,112	1,182	1,698	2,880	10,995,004	11,840,774	22,835,778	6,217	10,649	7,928	7,699	11,014	9,429
1992	755	239	994	1.25	1.25	1.25	944	833	1,777	298	865	1,163	1,243	1,698	2,941	10,995,004	11,840,774	22,835,778	6,186	10,178	7,765	7,833	10,693	9,371
1993	746	284	1,030	1.25	1.25	1.25	932	833	1,765	355	865	1,220	1,287	1,698	2,985	11,049,979	11,899,978	22,949,957	6,260	9,754	7,688	7,810	12,413	9,644
1994	747	279	1,026	1.25	1.25	1.25	934	833	1,767	349	865	1,214	1,283	1,698	2,981	11,138,379	11,995,178	23,133,557	6,303	9,883	7,761	8,012	10,658	9,408
1995	735	323	1,058	1.25	1.25	1.25	919	833	1,752	404	865	1,269	1,323	1,698	3,021	11,238,624	12,103,134	23,341,759	6,416	9,536	7,727	7,941	12,555	9,742
1996	742	307	1,049	1.25	1.25	1.25	928	833	1,761	384	865	1,249	1,311	1,698	3,009	11,351,011	12,224,166	23,575,176	6,447	9,789	7,834	7,965	12,157	9,693
1997	751	309	1,060	1.25	1.25	1.25	939	833	1,772	386	865	1,251	1,325	1,698	3,023	11,464,521	12,346,407	23,810,928	6,471	9,867	7,877	8,287	12,532	10,063
1998	733	304	1,037	1.25	1.25	1.25	916	833	1,749	380	865	1,245	1,296	1,698	2,994	11,579,166	12,469,872	24,049,038	6,620	10,015	8,031	8,561	11,473	10,008
1999	708	332	1,040	1.25	1.25	1.25	886	833	1,719	415	865	1,280	1,300	1,698	2,998	11,694,958	12,594,570	24,289,528	6,805	9,841	8,101	8,636	12,345	10,242
2000	698	331	1,029	1.25	1.25	1.25	872	833	1,705	413	865	1,278	1,286	1,698	2,984	11,811,907	12,720,516	24,532,424	6,926	9,951	8,222	8,758	12,387	10,344
2001	690	332	1,022	1.25	1.25	1.25	862	833	1,695	415	865	1,280	1,277	1,698	2,975	11,930,026	12,847,721	24,777,748	7,037	10,037	8,327	---	---	---

SOURCE: THE HANSEN GROUP
DETAILED REPORTS OF SIMULATION EXPERIMENTS 1-19
THE FUTURE FOR TEACHER EDUCATION IN ONTARIO

TABLEAU 5.B.3

PROJECTIONS SUR LES BESOINS DE FORMATION DES ENSEIGNANTS, INSCRIPTIONS ET COÛTS, 1978 À 2001

SIMULATION Nº 14

ANNÉE	BESOINS EN NOUVEAUX DIPLÔMÉS			INSCRIPTIONS (FORMATION DES ENSEIGNANTS) NOMBRE DE DIPLÔMÉS EMBAUCHÉS			INSCRIPTIONS									COÛTS								
							ELÉMENTAIRE			SECONDAIRE			TOTAL			COÛTS D'EXPLOITATION			COÛTS PAR ÉLÈVE			COÛTS PAR DIPL. EMBAUCHÉ		
	ELÉMENTAIRE	SECONDAIRE	TOTAL	ELÉMENTAIRE	SECONDAIRE	TOTAL	FORM. DES ENS.	PERF.EN COURS D'EMPLOI	TOTAL	FORM DES ENS.	PERF.EN COURS D'EMPLOI	TOTAL	FORM DES ENS.	PERF.EN COURS D'EMPLOI	TOTAL	ELÉMENTAIRE	SECONDAIRE	TOTAL	ELÉMENTAIRE	SECONDAIRE	TOTAL	ELÉMENTAIRE	SECONDAIRE	TOTAL
	NOMBRE	NOMBRE	NOMBRE	RATIO	RATIO	RATIO	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,698	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.77	2.08	1.91	2,262	537	2,799	2,236	561	2,797	4,498	1,098	5,596	15,132,000	16,296,000	31,428,000	5,407	5,826	5,616	12,412	19,194	15,184
1979	1,020	704	1,725	1.40	2.00	1.64	1,429	574	2,003	1,408	599	2,007	2,837	1,173	4,010	14,678,040	15,807,120	30,485,160	7,329	7,875	7,602	12,334	16,983	18,783
1980	890	315	1,205	1.40	2.00	1.56	1,246	611	1,857	630	637	1,267	1,875	1,248	3,123	14,237,699	15,332,906	29,570,605	7,669	12,104	9,467	15,981	44,911	23,242
1981	627	183	809	1.40	2.00	1.54	877	648	1,525	365	675	1,040	1,242	1,323	2,565	13,810,568	14,872,919	28,683,487	9,055	14,298	11,181	11,589	70,878	18,460
1982	722	80	802	1.40	2.00	1.46	1,011	685	1,696	160	713	873	1,171	1,398	2,569	13,396,251	14,426,732	27,822,983	7,898	16,530	10,831	11,272	71,901	17,232
1983	738	40	778	1.40	2.00	1.43	1,034	722	1,756	80	751	831	1,114	1,473	2,587	12,994,363	13,993,930	26,988,293	7,402	16,840	10,434	13,703	28,044	19,351
1984	577	52	629	1.40	2.00	1.45	808	759	1,567	104	789	893	912	1,548	2,460	12,604,532	13,574,112	26,178,644	8,043	15,208	10,643	11,871	8,790	13,390
1985	564	189	753	1.40	2.00	1.55	790	796	1,586	378	827	1,205	1,168	1,623	2,791	12,226,396	13,166,888	25,393,285	7,711	10,923	9,099	9,477	21,755	12,785
1986	656	195	851	1.40	2.00	1.54	918	833	1,751	391	865	1,256	1,309	1,698	3,007	11,859,604	12,771,882	24,631,486	6,774	10,171	8,193	9,111	17,286	11,760
1987	689	233	922	1.40	2.00	1.55	964	833	1,797	466	865	1,331	1,431	1,698	3,129	11,622,412	12,516,444	24,138,856	6,466	9,402	7,715	8,153	21,555	11,400
1988	765	203	968	1.40	2.00	1.53	1,071	833	1,904	407	865	1,272	1,478	1,698	3,176	11,506,188	12,391,280	23,897,468	6,044	9,744	7,525	8,371	24,252	11,873
1989	773	163	937	1.40	2.00	1.50	1,082	833	1,915	327	865	1,192	1,409	1,698	3,107	11,506,188	12,391,280	23,897,468	6,007	10,397	7,691	7,622	30,093	11,220
1990	853	113	966	1.40	2.00	1.47	1,194	833	2,027	226	865	1,091	1,420	1,698	3,118	11,552,213	12,440,845	23,993,058	5,698	11,405	7,695	8,022	13,040	10,448
1991	848	198	1,046	1.40	2.00	1.51	1,188	833	2,021	395	865	1,260	1,583	1,698	3,281	11,609,974	12,503,049	24,113,023	5,746	9,923	7,350	7,575	16,014	10,154
1992	901	245	1,146	1.40	2.00	1.53	1,261	833	2,094	490	865	1,355	1,751	1,698	3,449	11,679,634	12,578,067	24,257,701	5,577	9,286	7,034	7,596	15,351	10,077
1993	926	296	1,222	1.40	2.00	1.55	1,296	833	2,129	592	865	1,457	1,889	1,698	3,587	11,761,391	12,666,114	24,427,504	5,523	8,692	6,811	7,441	16,312	10,066
1994	962	316	1,278	1.40	2.00	1.55	1,347	833	2,180	631	865	1,496	1,978	1,698	3,676	11,855,482	12,767,443	24,622,924	5,438	8,534	6,698	7,525	12,592	9,456
1995	974	428	1,401	1.40	2.00	1.58	1,363	833	2,196	855	865	1,720	2,218	1,698	3,916	11,962,181	12,882,350	24,844,531	5,447	7,488	6,344	7,837	13,494	9,897
1996	947	475	1,422	1.40	2.00	1.60	1,326	833	2,159	949	865	1,814	2,276	1,698	3,974	12,081,803	13,011,173	25,092,977	5,595	7,171	6,315	7,492	14,822	9,912
1997	990	459	1,450	1.40	2.00	1.59	1,387	833	2,220	919	865	1,784	2,305	1,698	4,003	12,202,621	13,141,285	25,343,906	5,497	7,368	6,331	7,572	13,050	9,568
1998	1,007	519	1,525	1.40	2.00	1.60	1,409	833	2,242	1,037	865	1,902	2,447	1,698	4,145	12,324,648	13,272,698	25,597,345	5,496	6,977	6,176	7,458	12,629	9,375
1999	1,039	573	1,612	1.40	2.00	1.61	1,454	833	2,287	1,146	865	2,011	2,600	1,698	4,298	12,447,894	13,405,425	25,853,319	5,443	6,666	6,015	7,229	11,388	9,029
2000	1,095	637	1,732	1.40	2.00	1.62	1,533	833	2,366	1,275	865	2,140	2,807	1,698	4,505	12,572,373	13,539,479	26,111,852	5,314	6,328	5,796	7,000	11,768	8,798
2001	1,164	685	1,849	1.40	2.00	1.62	1,629	833	2,462	1,371	865	2,236	3,000	1,698	4,698	12,698,097	13,674,874	26,372,971	5,157	6,116	5,614	---	---	---

Source: The Hansen Group
Detailed Reports of Simulation Experiments 1-19
The Future for Teacher Education in Ontario

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TABLEAU 5.B.4

PROJECTIONS SUR LES BESOINS DE FORMATION DES ENSEIGNANTS, INSCRIPTIONS ET COÛTS, 1978 À 2001

SIMULATION Nº 15

ANNÉE	BESOINS EN NOUVEAUX DIPLÔMÉS			INSCRIPTIONS (FORMATION DES ENSEIGNANTS) NOMBRE DE DIPLÔMÉS EMBAUCHÉS			INSCRIPTIONS									COÛTS								
							ELÉMENTAIRE			SECONDAIRE			TOTAL			COÛTS D'EXPLOITATION			COÛTS PAR ÉLÈVE			COÛTS PAR DIPL. EMBAUCHÉ		
	ELÉMENTAIRE	SECONDAIRE	TOTAL	ELÉMENTAIRE	SECONDAIRE	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	ELÉMENTAIRE	SECONDAIRE	TOTAL	ELÉMENTAIRE	SECONDAIRE	TOTAL	ELÉMENTAIRE	SECONDAIRE	TOTAL
	NOMBRE	NOMBRE	NOMBRE	RATIO	RATIO	RATIO	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,698	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.84	1.86	1.85	2,356	537	2,893	1,966	561	2,557	4,352	1,098	5,450	15,132,000	16,296,000	31,428,000	5,231	6,373	5,767	12,493	18,808	15,099
1979	1,020	704	1,725	1.55	1.55	1.55	1,578	574	2,152	1,094	599	1,693	2,672	1,173	3,845	14,678,040	15,807,120	30,485,160	6,820	9,338	7,928	12,637	34,381	18,489
1980	890	315	1,205	1.25	1.25	1.25	1,112	611	1,723	394	637	1,031	1,506	1,248	2,754	14,237,699	15,332,906	29,570,605	8,262	14,877	10,738	15,431	35,111	21,336
1981	627	183	809	1.25	1.25	1.25	783	648	1,431	228	675	903	1,011	1,323	2,334	13,810,568	14,872,919	28,683,487	9,649	16,466	12,287	11,065	51,677	16,624
1982	722	80	802	1.25	1.25	1.25	903	685	1,588	100	713	813	1,003	1,398	2,401	13,396,251	14,426,732	27,822,983	8,437	17,748	11,590	10,782	48,569	15,854
1983	738	40	778	1.25	1.25	1.25	923	722	1,645	50	751	801	973	1,473	2,446	12,994,363	13,993,930	26,988,293	7,900	17,471	11,034	13,088	18,237	17,928
1984	577	52	629	1.25	1.25	1.25	722	759	1,481	65	789	854	786	1,548	2,334	12,604,532	13,574,112	26,178,644	8,513	15,900	11,214	11,239	5,759	12,194
1985	564	189	753	1.25	1.25	1.25	705	796	1,501	237	827	1,064	941	1,623	2,564	12,226,396	13,166,888	25,393,285	8,146	12,381	9,902	8,949	15,469	11,240
1986	656	195	851	1.25	1.25	1.25	819	833	1,652	244	865	1,109	1,064	1,698	2,762	11,859,604	12,771,882	24,631,486	7,177	11,514	8,919	8,624	12,254	10,418
1987	689	233	922	1.25	1.25	1.25	861	833	1,694	291	865	1,156	1,153	1,698	2,851	11,622,412	12,516,444	24,138,856	6,860	10,824	8,468	7,724	15,508	10,080
1988	765	203	968	1.25	1.25	1.25	956	833	1,789	254	865	1,119	1,210	1,698	2,908	11,506,188	12,391,280	23,897,468	6,431	11,071	8,217	7,954	17,223	10,619
1989	773	163	937	1.25	1.25	1.25	966	833	1,799	204	865	1,069	1,171	1,698	2,869	11,506,188	12,391,280	23,897,468	6,395	11,583	8,331	7,244	20,964	10,096
1990	853	113	966	1.25	1.25	1.25	1,066	833	1,899	141	865	1,006	1,207	1,698	2,905	11,552,213	12,440,845	23,993,058	6,082	12,385	8,258	7,845	8,836	9,534
1991	848	198	1,046	1.25	1.25	1.25	1,060	833	1,893	247	865	1,112	1,307	1,698	3,005	11,609,974	12,503,049	24,113,023	6,132	11,245	8,023	7,218	11,342	9,156
1992	901	245	1,146	1.25	1.25	1.25	1,126	833	1,959	306	865	1,171	1,432	1,698	3,130	11,679,634	12,578,067	24,257,701	5,962	10,742	7,750	7,250	11,099	9,082
1993	926	296	1,222	1.25	1.25	1.25	1,157	833	1,990	370	865	1,235	1,528	1,698	3,226	11,761,391	12,666,114	24,427,504	5,909	10,255	7,573	7,107	12,028	9,053
1994	962	316	1,278	1.25	1.25	1.25	1,203	833	2,936	394	865	1,259	1,597	1,698	3,295	11,855,482	12,767,443	24,622,924	5,823	10,137	7,472	7,195	9,349	8,518
1995	974	428	1,401	1.25	1.25	1.25	1,217	833	2,050	535	865	1,400	1,752	1,698	3,450	11,962,181	12,882,350	24,844,531	5,836	9,204	7,202	7,496	10,367	8,871
1996	947	475	1,422	1.25	1.25	1.25	1,184	833	2,017	593	865	1,458	1,777	1,698	3,475	12,081,803	13,011,173	25,092,977	5,990	8,922	7,220	7,160	11,525	8,852
1997	990	459	1,450	1.25	1.25	1.25	1,238	833	2,071	574	865	1,439	1,812	1,698	3,510	12,202,621	13,141,285	25,343,906	5,892	9,131	7,220	7,246	10,109	8,578
1998	1,007	519	1,525	1.25	1.25	1.25	1,258	833	2,091	648	865	1,513	1,907	1,698	3,605	12,324,648	13,272,698	25,597,345	5,893	8,771	7,101	7,140	9,922	8,401
1999	1,039	573	1,612	1.25	1.25	1.25	1,298	833	2,131	716	865	1,581	2,015	1,698	3,713	12,447,894	13,405,425	25,853,319	5,840	8,477	6,964	6,926	9,529	8,099
2000	1,095	637	1,732	1.25	1.25	1.25	1,369	833	2,202	797	865	1,662	2,165	1,698	3,863	12,572,373	13,539,479	26,111,852	5,711	8,148	6,759	6,716	9,471	7,915
2001	1,164	685	1,849	1.25	1.25	1.25	1,455	833	2,288	857	865	1,722	2,311	1,698	4,009	12,698,097	13,674,874	26,372,971	5,551	7,942	6,578	---	---	---

SOURCE: THE HANSEN GROUP
DETAILED REPORTS OF SIMULATION EXPERIMENTS 1-19
THE FUTURE FOR TEACHER EDUCATION IN ONTARIO

TABLEAU 5.B.5

PROJECTIONS SUR LES BESOINS DE FORMATION DES ENSEIGNANTS, INSCRIPTIONS ET COÛTS, 1978 À 2001

SIMULATION NO 16

ANNÉE	BESOINS EN NOUVEAUX DIPLÔMÉS			INSCRIPTIONS (FORMATION DES ENSEIGNANTS) NOMBRE DE DIPLÔMÉS EMBAUCHÉS			INSCRIPTIONS									COÛTS								
							ELÉMENTAIRE			SECONDAIRE			TOTAL			COÛTS D'EXPLOITATION			COÛTS PAR ÉLÈVE			COÛTS PAR DIPL. EMBAUCHÉ		
	ELÉMENTAIRE	SECONDAIRE	TOTAL	ELÉMENTAIRE	SECONDAIRE	TOTAL	POUR. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	POUR. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	POUR. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	ELÉMENTAIRE	SECONDAIRE	TOTAL	ELÉMENTAIRE	SECONDAIRE	COMBINED	ELÉMENTAIRE	SECONDAIRE	TOTAL
	NOMBRE	NOMBRE	NOMBRE	RATIO	RATIO	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,698	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.77	2.08	1.91	2,262	537	2,799	2,236	561	2,797	4,498	1,098	5,596	1 ,132,000	16,296,000	31,428,000	5,407	5,826	5,616	9,930	15,355	12,147
1979	1,276	880	2,156	1.40	2.00	1.64	1,786	574	2,360	1,760	599	2,359	3,546	1,173	4,719	14,678,040	15,807,120	30,485,160	6,220	6,700	6,460	7,794	23,423	11,882
1980	1,483	525	2,008	1.40	2.00	1.56	2,076	611	2,687	1,050	657	1,687	3,126	1,248	4,374	14,237,699	15,332,906	29,570,605	5,299	9,091	6,761	7,253	22,071	10,881
1981	1,567	456	2,023	1.40	2.00	1.54	2,193	648	2,841	913	675	1,588	3,106	1,323	4,429	13,810,569	14,872,919	28,683,487	4,861	9,366	6,476	6,070	45,114	10,404
1982	1,806	200	2,005	1.40	2.00	1.46	2,528	685	3,213	399	713	1,112	2,927	1,398	4,325	13,396,251	14,426,732	27,822,983	4,170	12,968	6,433	5,835	55,350	10,001
1983	1,846	100	1,946	1.40	2.00	1.43	2,584	722	3,306	200	751	951	2,784	1,473	4,257	12,994,363	13,993,930	26,988,293	3,931	14,715	6,340	7,162	24,267	11,542
1984	1,443	129	1,573	1.40	2.00	1.45	2,021	759	2,780	259	789	1,048	2,279	1,548	3,827	12,604,532	13,574,112	26,178,644	4,535	12,954	6,840	6,607	7,426	8,486
1985	1,410	473	1,883	1.40	2.00	1.55	1,974	796	2,770	946	827	1,773	2,920	1,623	4,543	12,226,396	13,166,888	25,393,285	4,414	7,426	5,590	5,562	14,658	7,987
1986	1,585	488	2,073	1.40	2.00	1.54	2,219	833	3,052	977	865	1,842	3,195	1,698	4,893	11,859,604	12,771,882	24,631,486	3,886	6,934	5,034	5,114	11,733	7,110
1987	1,695	583	2,278	1.40	2.00	1.55	2,373	833	3,206	1,166	865	2,031	3,539	1,698	5,237	11,563,114	12,452,585	24,015,699	3,606	6,133	4,586	4,746	14,059	7,019
1988	1,804	508	2,312	1.40	2.00	1.53	2,525	833	3,358	1,017	865	1,882	3,542	1,698	5,240	11,331,852	12,203,533	23,535,385	3,375	6,485	4,492	4,744	16,141	7,216
1989	1,796	409	2,205	1.40	2.00	1.51	2,514	833	3,347	817	865	1,682	3,332	1,698	5,030	11,161,874	12,020,480	23,182,354	3,334	7,146	4,609	4,383	20,685	6,996
1990	1,913	282	2,195	1.40	2.00	1.48	2,678	833	3,511	565	865	1,430	3,242	1,698	4,940	11,050,255	11,900,275	22,950,331	3,148	8,324	4,646	4,505	9,518	6,369
1991	1,871	494	2,365	1.40	2.00	1.53	2,619	833	3,452	988	865	1,853	3,607	1,698	5,305	10,995,004	11,840,774	22,835,778	3,185	6,392	4,305	4,417	10,577	6,247
1992	1,889	597	2,485	1.40	2.00	1.54	2,644	833	3,477	1,193	865	2,058	3,838	1,698	5,536	10,995,004	11,840,774	22,835,778	3,162	5,752	4,125	4,484	9,670	6,149
1993	1,865	710	2,575	1.40	2.00	1.57	2,610	833	3,443	1,420	865	2,285	4,030	1,698	5,728	11,049,979	11,899,978	22,949,957	3,209	5,208	4,006	4,484	10,604	6,294
1994	1,868	697	2,565	1.40	2.00	1.56	2,615	833	3,448	1,395	865	2,260	4,010	1,698	5,708	11,138,379	11,995,178	23,133,557	3,230	5,308	4,053	4,598	9,159	6,143
1995	1,837	808	2,646	1.40	2.00	1.58	2,572	833	3,405	1,617	865	2,482	4,189	1,698	5,887	11,238,624	12,103,134	23,341,759	3,301	4,871	3,965	4,575	10,274	6,332
1996	1,856	767	2,623	1.40	2.00	1.58	2,598	833	3,431	1,535	865	2,400	4,133	1,698	5,831	11,351,011	12,224,166	23,575,176	3,309	5,094	4,043	4,578	10,121	6,306
1997	1,877	772	2,650	1.40	2.00	1.57	2,628	833	3,461	1,545	865	2,410	4,173	1,698	5,871	11,464,521	12,346,407	23,810,928	3,312	5,123	4,055	4,751	10,410	6,528
1998	1,832	760	2,593	1.40	2.00	1.58	2,565	833	3,398	1,521	865	2,386	4,086	1,698	5,784	11,579,166	12,469,872	24,049,038	3,407	5,227	4,158	4,935	9,581	6,532
1999	1,771	830	2,601	1.40	2.00	1.59	2,480	833	3,313	1,659	865	2,524	4,139	1,698	5,837	11,694,958	12,594,570	24,289,528	3,530	4,989	4,161	5,018	10,014	6,698
2000	1,745	827	2,571	1.40	2.00	1.59	2,443	833	3,276	1,653	865	2,518	4,096	1,698	5,794	11,811,907	12,720,516	24,532,424	3,606	5,051	4,234	5,107	10,061	6,788
2001	1,725	830	2,555	1.40	2.00	1.59	2,415	833	3,248	1,660	865	2,525	4,075	1,698	5,773	11,930,026	12,847,721	24,777,748	3,673	5,088	4,292	---	---	---

Source: The Hansen Group
Detailed Reports of Simulation Experiments 1-19
The Future for Teacher Education in Ontario

TABLEAU 5.B.6

PROJECTIONS SUR LES BESOINS DE FORMATION DES ENSEIGNANTS, INSCRIPTIONS ET COÛTS, 1978 À 2001

SIMULATION N° 17

ANNÉE	BESOINS EN NOUVEAUX DIPLÔMÉS			INSCRIPTIONS (FORMATION DES ENSEIGNANTS) NOMBRE DE DIPLÔMÉS EMBAUCHÉS			INSCRIPTIONS									COÛTS								
							ELÉMENTAIRE			SECONDAIRE			TOTAL			COÛTS D'EXPLOITATION			COÛTS PAR ÉLÈVE			COÛTS PAR DIPL. EMBAUCHÉ		
	ELÉMENTAIRE	SECONDAIRE	TOTAL	ELÉMENTAIRE	SECONDAIRE	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	ELÉMENTAIRE	SECONDAIRE	TOTAL	ELÉMENTAIRE	SECONDAIRE	TOTAL	ELÉMENTAIRE	SECONDAIRE	TOTAL
	NOMBRE	NOMBRE	NOMBRE	RATIO	RATIO	RATIO	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,698	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.84	1.86	1.85	2,356	537	2,893	1,996	561	2,557	4,352	1,098	5,450	15,132,000	16,296,000	31,428,000	5,231	6,373	5,767	9,995	15,046	12,079
1979	1,276	880	2,156	1.55	1.55	1.55	1,973	574	2,547	1,367	599	1,966	3,340	1,173	4,513	14,678,040	15,807,120	30,485,160	5,763	8,039	6,755	7,954	22,016	11,725
1980	1,483	525	2,008	1.25	1.25	1.25	1,854	611	2,465	656	637	1,293	2,510	1,248	3,758	14,237,699	15,332,906	29,570,605	5,777	11,858	7,869	7,081	18,305	10,239
1981	1,567	456	2,023	1.25	1.25	1.25	1,958	648	2,606	571	675	1,246	2,529	1,323	3,852	13,810,568	14,872,919	28,683,487	5,299	11,940	7,447	5,924	36,485	9,794
1982	1,806	200	2,005	1.25	1.25	1.25	2,257	685	2,942	250	713	963	2,507	1,398	3,905	13,396,251	14,426,732	27,822,983	4,553	14,986	7,126	5,701	40,407	9,521
1983	1,846	100	1,946	1.25	1.25	1.25	2,307	722	3,029	125	751	876	2,432	1,473	3,905	12,994,363	13,993,930	26,988,293	4,290	15,975	6,911	6,991	16,561	11,020
1984	1,443	129	1,573	1.25	1.25	1.25	1,804	759	2,563	162	789	951	1,966	1,548	3,514	12,604,532	13,574,112	26,178,644	4,918	14,276	7,450	6,407	5,140	7,990
1985	1,410	473	1,883	1.25	1.25	1.25	1,762	796	2,558	591	827	1,418	2,354	1,623	3,977	12,226,396	13,166,888	25,393,285	4,779	9,284	6,386	5,382	11,507	7,370
1986	1,585	488	2,073	1.25	1.25	1.25	1,981	833	2,814	611	865	1,476	2,591	1,698	4,289	11,859,604	12,771,882	24,631,486	4,215	8,656	5,742	4,954	9,175	6,585
1987	1,695	583	2,278	1.25	1.25	1.25	2,119	833	2,952	728	865	1,593	2,847	1,698	4,545	11,563,114	12,452,585	24,015,699	3,917	7,815	5,284	4,602	11,197	6,507
1988	1,804	508	2,312	1.25	1.25	1.25	2,254	833	3,087	636	865	1,501	2,890	1,698	4,588	11,331,852	12,203,533	23,535,385	3,670	8,133	5,130	4,607	12,652	6,725
1989	1,796	409	2,205	1.25	1.25	1.25	2,245	833	3,078	511	865	1,376	2,756	1,698	4,454	11,161,874	12,020,480	23,182,354	3,626	8,738	5,205	4,256	15,807	6,535
1990	1,913	282	2,195	1.25	1.25	1.25	2,391	833	3,224	353	865	1,218	2,744	1,698	4,442	11,050,255	11,000,275	22,950,531	3,428	9,772	5,167	4,380	6,983	5,995
1991	1,871	494	2,365	1.25	1.25	1.25	2,339	833	3,172	617	865	1,482	2,956	1,698	4,654	10,995,004	11,840,774	22,835,778	3,466	7,989	4,907	4,293	8,263	5,856
1992	1,889	597	2,485	1.25	1.25	1.25	2,361	833	3,194	746	865	1,611	3,107	1,698	4,805	10,995,004	11,840,774	22,835,778	3,443	7,350	4,753	4,359	7,725	5,735
1993	1,865	710	2,575	1.25	1.25	1.25	2,331	833	3,164	887	865	1,752	3,218	1,698	4,916	11,049,979	11,899,978	22,949,957	3,493	6,790	4,668	4,358	8,641	5,856
1994	1,868	697	2,565	1.25	1.25	1.25	2,335	833	3,168	872	865	1,737	3,207	1,698	4,905	11,138,379	11,995,178	23,133,557	3,516	6,907	4,716	4,469	7,448	5,717
1995	1,837	808	2,646	1.25	1.25	1.25	2,296	833	3,129	1,010	865	1,875	3,307	1,698	5,005	11,238,624	12,103,134	23,341,759	3,591	6,453	4,664	4,445	8,497	5,880
1996	1,856	767	2,623	1.25	1.25	1.25	2,319	833	3,152	959	865	1,824	3,279	1,698	4,977	11,351,011	12,224,166	23,575,176	3,601	6,701	4,737	4,449	8,321	5,861
1997	1,877	772	2,650	1.25	1.25	1.25	2,347	833	3,180	966	865	1,831	3,312	1,698	5,010	11,464,521	12,346,407	23,810,928	3,606	6,744	4,752	4,617	8,565	6,071
1998	1,832	760	2,593	1.25	1.25	1.25	2,291	833	3,124	950	865	1,815	3,241	1,698	4,939	11,579,166	12,469,872	24,049,038	3,707	6,869	4,869	4,794	7,869	6,068
1999	1,771	830	2,601	1.25	1.25	1.25	2,214	833	3,047	1,037	865	1,902	3,251	1,698	4,949	11,694,958	12,594,570	24,289,528	3,838	6,622	4,908	4,871	8,307	6,205
2000	1,745	827	2,571	1.25	1.25	1.25	2,181	833	3,014	1,033	865	1,898	3,214	1,698	4,912	11,811,907	12,720,516	24,532,424	3,919	6,701	4,994	4,956	8,342	6,283
2001	1,725	830	2,555	1.25	1.25	1.25	2,156	833	2,989	1,038	865	1,903	3,194	1,698	4,892	11,930,026	12,847,721	24,777,748	3,991	6,753	5,065	---	---	---

SOURCE: THE HANSEN GROUP
DETAILED REPORTS OF SIMULATION EXPERIMENTS 1-19
THE FUTURE FOR TEACHER EDUCATION IN ONTARIO

TABLEAU S.B.7

PROJECTIONS SUR LES BESOINS DE FORMATION DES ENSEIGNANTS, INSCRIPTIONS ET COÛTS, 1978 À 2001

SIMULATION N° 18

ANNÉE	BESOINS EN NOUVEAUX DIPLÔMÉS			INSCRIPTIONS (FORMATION DES ENSEIGNANTS) NOMBRE DE DIPLÔMÉS EMBAUCHÉS			INSCRIPTIONS									COÛTS								
							ÉLÉMENTAIRE			SECONDAIRE			TOTAL			COÛTS D'EXPLOITATION			COÛTS PAR ÉLÈVE			COÛTS PAR DIPL. EMBAUCHÉ		
	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL
	NOMBRE	NOMBRE	NOMBRE	RATIO	RATIO	RATIO	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,698	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.77	2.08	1.91	2,262	537	2,799	2,236	561	2,797	4,498	1,098	5,596	15,132,000	16,296,000	31,428,000	5,407	5,826	5,616	9,930	15,355	12,147
1979	1,276	880	2,156	1.40	2.00	1.64	1,786	574	2,360	1,760	599	2,359	3,546	1,173	4,719	14,678,040	15,807,120	30,485,160	6,220	6,700	6,460	7,794	23,423	11,882
1980	1,483	525	2,008	1.40	2.00	1.56	2,076	611	2,687	1,050	637	1,687	3,126	1,248	4,374	14,237,699	15,332,906	29,570,605	5,299	9,091	6,761	7,253	22,071	10,881
1981	1,567	456	2,023	1.40	2.00	1.54	2,193	648	2,841	913	675	1,588	3,106	1,323	4,429	13,810,568	14,812,919	28,683,487	4,861	9,366	6,476	6,070	45,114	10,404
1982	1,806	200	2,005	1.40	2.00	1.46	2,528	685	3,213	399	713	1,112	2,927	1,398	4,325	13,396,251	14,426,732	27,822,983	4,170	12,968	6,433	5,835	55,350	10,001
1983	1,846	100	1,946	1.40	2.00	1.43	2,584	722	3,306	200	751	951	2,784	1,473	4,257	12,994,363	13,993,930	26,988,293	3,931	14,715	6,340	7,162	24,267	11,542
1984	1,443	129	1,573	1.40	2.00	1.45	2,021	759	2,780	259	789	1,048	2,279	1,548	3,827	12,604,532	13,576,112	26,178,644	4,535	12,954	6,840	6,607	7,426	8,486
1985	1,410	473	1,883	1.40	2.00	1.55	1,974	796	2,770	946	827	1,773	2,920	1,623	4,543	12,226,396	13,166,888	25,393,285	4,141	7,426	5,590	5,378	14,658	7,783
1986	1,639	488	2,127	1.40	2.00	1.54	2,295	833	3,128	977	865	1,842	3,271	1,698	4,969	11,859,604	12,771,882	24,631,486	3,792	6,934	4,957	5,079	11,733	7,083
1987	1,722	588	2,305	1.40	2.00	1.55	2,411	833	3,244	1,166	865	2,031	3,577	1,698	5,275	11,622,412	12,516,444	24,138,856	3,583	6,164	4,576	4,517	14,133	6,762
1988	1,912	508	2,421	1.40	2.00	1.53	2,677	833	3,510	1,017	865	1,882	3,694	1,698	5,392	11,506,188	12,391,280	23,897,468	3,278	6,585	4,432	4,540	16,390	6,993
1989	1,933	409	2,341	1.40	2.00	1.50	2,706	833	3,539	817	865	1,682	3,523	1,698	5,221	11,506,188	12,391,280	23,897,468	3,251	7,367	4,577	4,125	21,323	6,677
1990	2,133	282	2,415	1.40	2.00	1.47	2,986	833	3,819	565	865	1,430	3,550	1,698	5,248	11,552,213	12,440,845	23,993,058	3,025	8,703	4,572	4,259	9,951	6,208
1991	2,121	494	2,615	1.40	2.00	1.51	2,969	833	3,802	988	865	1,853	3,957	1,698	5,655	11,609,974	12,503,049	24,113,023	3,053	6,749	4,264	4,025	10,892	5,891
1992	2,252	612	2,864	1.40	2.00	1.53	3,153	833	3,986	1,224	865	2,089	4,377	1,698	6,075	11,679,634	12,578,067	24,257,701	2,930	6,022	3,993	3,991	9,955	5,721
1993	2,315	740	3,055	1.40	2.00	1.55	3,241	833	4,074	1,481	865	2,346	4,721	1,698	6,419	11,761,391	12,666,114	24,427,504	2,887	5,400	3,805	3,889	10,134	5,624
1994	2,406	789	3,195	1.40	2.00	1.55	3,368	833	4,201	1,578	865	2,443	4,946	1,698	6,644	11,855,482	12,767,443	24,622,929	2,822	5,226	3,706	3,905	7,712	5,233
1995	2,434	1,069	3,503	1.40	2.00	1.58	3,407	833	4,240	2,139	865	3,004	5,546	1,698	7,244	11,962,181	12,882,350	24,844,531	2,821	4,289	3,430	4,059	7,729	5,351
1996	2,368	1,187	3,555	1.40	2.00	1.60	3,316	833	4,149	2,373	865	3,238	5,689	1,698	7,387	12,081,803	13,011,173	25,092,977	2,912	4,018	3,397	3,899	8,304	5,332
1997	2,476	1,148	3,625	1.40	2.00	1.59	3,467	833	4,300	2,297	865	3,162	5,763	1,698	7,461	12,202,621	13,141,285	25,343,906	3,838	4,157	3,397	3,909	7,362	5,134
1998	2,517	1,297	3,813	1.40	2.00	1.60	3,524	833	4,357	2,593	865	3,458	6,117	1,698	7,815	12,324,648	13,272,698	25,597,345	2,829	3,838	3,276	3,839	6,947	4,972
1999	2,597	1,433	4,029	1.40	2.00	1.61	3,635	833	4,468	2,865	865	3,730	6,501	1,698	8,199	12,447,894	13,405,425	25,853,319	2,786	3,594	3,153	3,700	6,463	4,734
2000	2,737	1,593	4,330	1.40	2.00	1.62	3,832	833	4,665	3,186	865	4,051	7,018	1,698	8,716	12,572,373	13,539,479	26,111,852	2,695	3,342	2,996	3,550	6,215	4,548
2001	2,909	1,714	4,623	1.40	2.00	1.62	4,073	833	4,906	3,427	865	4,292	7,500	1,698	9,198	12,698,097	13,674,874	26,372,971	2,588	3,186	2,867	---	---	---

SOURCE: THE HANSEN GROUP
DETAILED REPORTS OF SIMULATION EXPERIMENTS 1-19
THE FUTURE FOR TEACHER EDUCATION IN ONTARIO

TABLEAU 5.B.8

PROJECTIONS SUR LES BESOINS DE FORMATION DES ENSEIGNANTS, INSCRIPTIONS ET COUTS, 1978 A 2001

SIMULATION Nº 19

ANNÉE	BESOINS EN NOUVEAUX DIPLÔMÉS			INSCRIPTIONS (FORMATION DES ENSEIGNANTS) NOMBRE DE DIPLÔMÉS EMBAUCHÉS			INSCRIPTIONS									COÛTS								
							ÉLÉMENTAIRE			SECONDAIRE			TOTAL			COÛTS D'EXPLOITATION			COÛTS PAR ÉLÈVE			COÛTS PAR DIPL. EMBAUCHÉ		
	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL
	NOMBRE	NOMBRE	NOMBRE	RATIO	RATIO	RATIO	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,698	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.84	1.86	1.85	2,356	537	2,893	1,996	561	2,557	4,352	1,098	5,450	15,132,000	16,296,000	31,428,000	5,231	6,373	5,767	9,995	15,046	12,079
1979	1,276	880	2,156	1.55	1.55	1.55	1,973	574	2,547	1,367	599	1,966	3,340	1,173	4,513	14,678,040	15,807,120	30,485,160	5,763	8,039	6,755	7,954	22,016	11,725
1980	1,483	525	2,008	1.25	1.25	1.25	1,854	611	2,465	656	637	1,293	2,510	1,248	3,758	14,237,699	15,332,906	29,570,605	5,777	11,858	7,869	7,081	18,305	10,239
1981	1,567	456	2,023	1.25	1.25	1.25	1,958	648	2,606	571	675	1,246	2,529	1,323	3,852	12,810,568	14,872,919	28,683,487	5,299	11,940	7,447	5,924	36,485	9,794
1982	1,806	200	2,005	1.25	1.25	1.25	2,257	685	2,942	250	713	963	2,507	1,398	3,905	13,396,251	14,426,732	27,822,983	4,553	14,986	7,126	5,701	40,407	9,521
1983	1,846	100	1,946	1.25	1.25	1.25	2,307	722	3,029	125	751	876	2,432	1,473	3,905	12,994,363	13,993,930	26,988,293	4,290	15,975	6,911	6,991	16,561	11,020
1984	1,443	129	1,573	1.25	1.25	1.25	1,804	759	2,563	162	789	951	1,966	1,548	3,514	12,604,532	13,574,112	26,178,644	4,918	14,276	7,450	6,407	5,140	7,990
1985	1,410	473	1,883	1.25	1.25	1.25	1,762	796	2,558	591	827	1,418	2,354	1,623	3,977	12,226,396	13,166,888	25,393,285	4,779	9,284	6,386	5,204	11,507	7,182
1986	1,639	488	2,127	1.25	1.25	1.25	2,049	833	2,882	611	865	1,476	2,659	1,698	4,357	11,859,604	12,771,882	24,631,486	4,116	8,656	5,653	4,924	9,175	6,573
1987	1,722	583	2,305	1.25	1.25	1.25	2,153	833	2,986	728	865	1,593	2,881	1,698	4,579	11,622,412	12,516,444	24,138,856	3,893	7,855	5,271	4,382	11,255	6,274
1988	1,912	508	2,421	1.25	1.25	1.25	2,390	833	3,223	636	865	1,501	3,026	1,698	4,724	11,506,188	12,391,280	23,897,468	3,570	8,258	5,059	4,415	12,847	6,538
1989	933	409	2,341	1.25	1.25	1.25	2,416	833	3,249	511	865	1,376	2,927	1,698	4,625	11,506,188	12,391,280	23,897,468	3,542	9,008	5,167	4,012	16,295	6,262
1990	2,133	282	2,415	1.25	1.25	1.25	2,666	833	3,499	353	865	1,218	3,019	1,698	4,717	11,552,213	12,440,845	23,993,058	3,302	10,215	5,087	4,150	7,300	5,873
1991	2,121	494	2,615	1.25	1.25	1.25	2,651	833	3,484	617	865	1,482	3,268	1,698	4,966	11,609,944	12,503,049	24,113,023	3,332	8,435	4,855	3,922	8,508	5,540
1992	2,252	612	2,864	1.25	1.25	1.25	2,815	833	3,648	765	865	1,630	3,580	1,698	5,278	11,679,634	12,578,067	24,257,701	3,201	7,717	4,596	3,893	7,974	5,386
1993	2,315	740	3,055	1.25	1.25	1.25	2,894	833	3,727	925	865	1,790	3,819	1,698	5,517	11,761,391	12,666,114	24,427,504	3,156	7,075	4,428	3,796	8,298	5,293
1994	2,406	789	3,195	1.25	1.25	1.25	3,007	833	3,840	986	865	1,851	3,993	1,698	5,691	11,855,481	12,767,443	24,622,924	3,087	6,897	4,326	3,815	6,361	4,932
1995	2,434	1,069	3,503	1.25	1.25	1.25	3,042	833	3,875	1,337	865	2,202	4,379	1,698	6,077	11,962,181	12,882,350	24,844,531	3,087	5,851	4,088	3,965	6,591	5,036
1996	2,368	1,187	3,555	1.25	1.25	1.25	2,960	833	3,793	1,483	865	2,348	4,444	1,698	6,142	12,081,803	13,011,173	25,092,977	3,185	5,541	4,086	3,808	7,157	5,009
1997	2,476	1,148	3,625	1.25	1.25	1.25	3,095	833	3,928	1,435	865	2,300	4,531	1,698	6,229	12,202,621	13,141,285	25,343,906	3,106	5,713	4,069	3,820	6,324	4,834
1998	2,517	1,297	3,813	1.25	1.25	1.25	3,146	833	3,979	1,621	865	2,486	4,767	1,698	6,465	12,324,648	13,272,698	25,397,345	3,097	5,340	3,960	3,753	6,040	4,684
1999	2,597	1,433	4,029	1.25	1.25	1.25	3,246	833	4,079	1,791	865	2,656	5,037	1,698	6,735	12,447,894	13,405,425	25,853,319	3,052	5,047	3,839	3,619	5,674	4,465
2000	2,737	1,593	4,330	1.25	1.25	1.25	3,421	833	4,254	1,992	865	2,857	5,413	1,698	7,111	12,572,373	13,539,479	26,111,852	2,955	4,740	3,672	3,475	5,509	4,300
2001	2,909	1,714	4,623	1.25	1.25	1.25	3,636	833	4,469	2,142	865	3,007	5,778	1,698	7,476	12,698,097	13,674,874	26,372,971	2,841	4,548	3,528	---	---	---

SOURCE: THE HANSEN GROUP
DETAILED REPORTS OF SIMULATION EXPERIMENTS 1-19
THE FUTURE FOR TEACHER EDUCATION IN ONTARIO

TABLEAU S.R.9

PROJECTIONS SUR LES BESOINS DE FORMATION DES ENSEIGNANTS, INSCRIPTIONS ET COÛTS, 1978-2001

SIMULATION N° 20

ANNÉE	BESOINS EN NOUVEAUX DIPLÔMÉS			INSCRIPTIONS (FORMATION DES ENSEIGNANTS) NOMBRE DE DIPLÔMÉS EMBAUCHÉS			INSCRIPTIONS									COÛTS								
							ÉLÉMENTAIRE			SECONDAIRE			TOTAL			COÛTS D'EXPLOITATION			COÛTS PAR ÉLÈVE			COÛTS PAR DIPL. EMBAUCHÉ		
	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL
	NOMBRE	NOMBRE	NOMBRE	RATIO	RATIO	RATIO	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,598	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.84	1.86	1.85	2,356	537	2,893	1,996	561	2,557	4,352	1,098	5,450	15,132,000	16,296,000	31,428,000	5,231	6,373	5,767	11,105	16,718	13,422
1979	1,148	792	1,940	1.55	1.55	1.55	1,776	574	2,350	1,231	599	1,830	3,006	1,173	4,179	14,678,040	15,807,120	30,485,160	6,247	8,640	7,295	9,730	26,721	14,294
1980	1,186	420	1,606	1.25	1.25	1.25	1,483	611	2,094	525	637	1,162	2,008	1,248	3,256	14,237,699	15,332,906	29,570,605	6,800	13,197	9,083	9,587	23,479	13,608
1981	1,097	320	1,416	1.25	1.25	1.25	1,371	648	2,019	399	675	1,074	1,770	1,323	3,093	13,810,568	14,872,919	28,683,487	6,841	13,843	9,273	7,716	42,772	12,326
1982	1,264	140	1,404	1.25	1.25	1.25	1,580	685	2,265	175	713	888	1,755	1,398	3,153	13,396,251	14,426,732	27,822,983	5,915	16,251	8,825	7,458	44,114	11,897
1983	1,292	70	1,362	1.25	1.25	1.25	1,615	722	2,337	88	751	839	1,702	1,473	3,175	12,994,363	13,993,930	26,988,293	5,560	16,689	8,499	9,114	17,359	13,650
1984	1,010	91	1,101	1.25	1.25	1.25	1,263	759	2,022	113	789	902	1,376	1,548	2,924	12,604,532	13,574,112	26,178,644	6,234	15,044	8,953	8,161	5,432	9,654
1985	987	331	1,318	1.25	1.25	1.25	1,234	796	2,030	414	827	1,241	1,648	1,623	3,271	12,226,396	13,166,888	25,393,285	6,024	10,611	7,764	6,806	13,197	8,993
1986	1,109	342	1,451	1.25	1.25	1.25	1,387	833	2,220	427	865	1,292	1,814	1,698	3,512	11,859,604	12,771,882	24,631,486	5,343	9,883	7,014	6,291	10,493	8,057
1987	1,187	408	1,595	1.25	1.25	1.25	1,483	833	2,316	510	865	1,375	1,993	1,698	3,691	11,563,114	12,452,585	24,015,699	4,992	9,057	6,506	5,865	12,977	8,013
1988	1,262	356	1,618	1.25	1.25	1.25	1,578	833	2,411	445	865	1,310	2,023	1,698	3,721	11,331,852	12,203,533	23,535,385	4,700	9,317	6,325	5,899	14,493	8,291
1989	1,257	286	1,543	1.25	1.25	1.25	1,572	833	2,405	357	865	1,222	1,929	1,698	3,627	11,161,874	12,020,480	23,182,354	4,642	9,833	6,392	5,449	17,788	8,024
1990	1,339	198	1,536	1.25	1.25	1.25	1,674	833	2,507	247	865	1,112	1,921	1,698	3,619	11,050,255	11,900,275	22,950,531	4,408	10,702	6,342	5,633	7,648	7,359
1991	1,310	346	1,655	1.25	1.25	1.25	1,637	833	2,470	432	865	1,297	2,069	1,698	3,767	10,995,004	11,840,774	22,835,778	4,451	9,129	6,062	5,512	9,442	7,209
1992	1,322	418	1,740	1.25	1.25	1.25	1,653	833	2,486	522	865	1,387	2,175	1,698	3,873	10,995,004	11,840,774	22,835,778	4,423	8,536	5,897	5,601	8,968	7,116
1993	1,305	497	1,802	1.25	1.25	1.25	1,631	833	2,464	621	865	1,486	2,253	1,698	3,951	11,049,979	11,899,978	22,949,957	4,484	8,007	5,809	5,594	10,189	7,287
1994	1,308	488	1,796	1.25	1.25	1.25	1,635	833	2,468	610	865	1,475	2,245	1,698	3,943	11,138,379	11,995,178	23,133,557	4,514	8,131	5,867	5,737	8,768	7,112
1995	1,286	566	1,852	1.25	1.25	1.25	1,608	833	2,441	707	865	1,572	2,315	1,698	4,013	11,238,624	12,103,134	23,341,759	4,605	7,698	5,817	5,699	10,135	7,333
1996	1,299	537	1,836	1.25	1.25	1.25	1,624	833	2,457	672	865	1,537	2,295	1,698	3,993	11,351,011	12,224,166	23,575,176	4,621	7,956	5,904	5,709	9,880	7,305
1997	1,314	541	1,855	1.25	1.25	1.25	1,643	833	2,476	676	865	1,541	2,319	1,698	4,017	11,464,521	12,346,407	23,810,928	4,631	8,012	5,928	5,930	10,176	7,573
1998	1,283	532	1,815	1.25	1.25	1.25	1,603	833	2,436	665	865	1,530	2,269	1,698	3,967	11,579,166	12,469,872	24,049,038	4,753	8,149	6,063	6,146	9,335	7,555
1999	1,240	581	1,821	1.25	1.25	1.25	1,550	833	2,383	726	865	1,591	2,276	1,698	3,974	11,694,958	12,594,570	24,289,528	4,908	7,917	6,113	6,228	9,931	7,728
2000	1,221	579	1,800	1.25	1.25	1.25	1,527	833	2,360	723	865	1,588	2,250	1,698	3,948	11,811,907	12,720,516	24,532,424	5,006	8,009	6,214	6,330	9,970	7,818
2001	1,207	581	1,788	1.25	1.25	1.25	1,509	833	2,342	726	865	1,591	2,235	1,698	3,933	11,930,026	12,847,721	24,777,748	5,094	8,074	6,299	---	---	---

SOURCE: THE HANSEN GROUP
DETAILED REPORTS OF SIMULATION EXPERIMENTS 1-19
THE FUTURE FOR TEACHER EDUCATION IN ONTARIO

TABLEAU 5.R.10

PROJECTIONS SUR LES BESOINS DE FORMATION DES ENSEIGNANTS, INSCRIPTIONS ET COÛTS, 1987-2001

SIMULATION N° 21

ANNÉE	BESOINS EN NOUVEAUX DIPLÔMÉS			INSCRIPTIONS (FORMATION DES ENSEIGNANTS) NOMBRE DE DIPLÔMÉS EMBAUCHÉS			INSCRIPTIONS									COÛTS								
							ÉLÉMENTAIRE			SECONDAIRE			TOTAL			COÛTS D'EXPLOITATION			COÛTS PAR ÉLÈVE			COÛTS PAR DIPL. EMBAUCHÉ		
	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	FORM. DES ENS.	PERF. EN COURS D'EMPLOI	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL	ÉLÉMENTAIRE	SECONDAIRE	TOTAL
	NOMBRE	NOMBRE	NOMBRE	RATIO	RATIO	RATIO	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	NOMBRE	$	$	$	$	$	$	$	$	$
1977	1,300	1,350	2,650	2.14	2.16	2.15	2,782	500	3,282	2,916	523	3,439	5,698	1,023	6,721	15,600,000	16,800,000	32,400,000	4,753	4,885	4,821	10,673	13,666	12,041
1978	1,278	1,075	2,353	1.84	1.86	1.85	2,356	537	2,893	1,996	561	2,557	4,352	1,098	5,450	15,132,000	16,296,000	31,428,000	5,231	6,373	5,767	11,105	16,718	13,422
1979	1,148	792	1,940	1.55	1.55	1.55	1,776	574	2,350	1,231	599	1,830	3,006	1,173	4,179	14,678,040	15,807,120	30,485,160	6,247	8,640	7,295	9,730	26,721	14,294
1980	1,186	420	1,606	1.25	1.25	1.25	1,483	611	2,094	525	637	1,162	2,008	1,248	3,256	14,237,699	15,332,906	29,570,605	6,800	13,197	9,083	9,587	23,479	13,608
1981	1,097	320	1,416	1.25	1.25	1.25	1,371	648	2,019	399	675	1,074	1,770	1,323	3,093	13,810,568	14,872,919	28,683,487	6,841	13,843	9,273	7,716	42,772	12,326
1982	1,264	140	1,404	1.25	1.25	1.25	1,580	685	2,265	175	713	888	1,755	1,398	3,153	13,396,251	14,426,732	27,822,983	5,915	16,251	8,825	7,458	44,114	11,897
1983	1,292	70	1,362	1.25	1.25	1.25	1,615	722	2,337	88	751	839	1,702	1,473	3,175	12,994,363	13,993,930	26,988,293	5,560	16,689	8,499	9,114	17,359	13,650
1984	1,010	91	1,101	1.25	1.25	1.25	1,263	759	2,022	113	789	902	1,376	1,548	2,924	12,604,532	13,574,112	26,178,644	6,234	15,044	8,953	8,161	5,432	9,654
1985	987	331	1,381	1.25	1.25	1.25	1,234	796	2,030	414	827	1,241	1,648	1,623	3,271	12,226,396	13,166,888	25,393,285	6,024	10,611	7,764	6,581	13,197	8,764
1986	1,147	342	1,489	1.25	1.25	1.25	1,434	833	2,267	427	865	1,292	1,861	1,698	3,559	11,859,604	12,771,882	24,631,486	5,231	9,883	6,920	6,269	10,493	8,060
1987	1,206	408	1,614	1.25	1.25	1.25	1,507	833	2,340	510	865	1,735	2,017	1,698	3,715	11,622,412	12,516,444	24,138,856	4,967	9,103	6,498	5,592	13,043	7,734
1988	1,339	356	1,694	1.25	1.25	1.25	1,673	833	2,506	445	865	1,310	2,118	1,698	3,816	11,506,188	12,391,280	23,897,468	4,591	9,460	6,262	5,678	14,716	8,093
1989	1,353	286	1,639	1.25	1.25	1.25	1,691	833	2,524	357	865	1,222	2,049	1,698	3,747	11,506,188	12,391,280	23,897,468	4,558	10,136	6,378	5,164	18,337	7,730
1990	1,493	198	1,690	1.25	1.25	1.25	1,866	833	2,699	247	865	1,112	2,113	1,698	3,811	11,552,213	12,440,845	23,993,058	4,280	11,188	6,296	5,380	7,995	7,268
1991	1,485	346	1,830	1.25	1.25	1.25	1,856	833	2,689	432	865	1,297	2,288	1,698	3,986	11,609,974	12,503,049	24,113,023	4,318	9,640	6,050	5,083	9,723	6,903
1992	1,577	428	2,005	1.25	1.25	1.25	1,971	833	2,804	535	865	1,400	2,506	1,698	4,204	11,679,634	12,578,067	24,257,701	4,166	8,982	5,770	5,066	9,280	6,761
1993	1,620	518	2,139	1.25	1.25	1.25	2,026	833	2,859	648	865	1,513	2,673	1,698	4,371	11,761,391	12,666,114	24,427,504	4,114	8,373	5,588	4,949	9,821	6,680
1994	1,684	552	2,236	1.25	1.25	1.25	2,105	833	2,938	690	865	1,555	2,795	1,698	4,493	11,855,482	12,767,443	24,622,924	4,035	8,209	5,480	4,986	7,571	6,247
1995	1,704	748	2,452	1.25	1.25	1.25	2,130	833	2,963	936	865	1,801	3,065	1,698	4,763	11,962,181	12,882,350	24,844,531	4,038	7,154	5,216	5,187	8,058	6,425
1996	1,658	831	2,488	1.25	1.25	1.25	2,072	833	2,905	1,038	865	1,903	3,111	1,698	4,809	12,081,803	13,011,173	25,092,977	4,159	6,836	5,218	4,972	8,831	6,398
1997	1,733	804	2,537	1.25	1.25	1.25	2,167	833	3,000	1,005	865	1,870	3,171	1,698	4,869	12,202,621	13,141,285	25,343,906	4,068	7,028	5,205	5,003	7,781	6,184
1998	1,762	908	2,669	1.25	1.25	1.25	2,202	833	3,035	1,135	865	2,000	3,337	1,698	5,035	12,324,648	13,272,698	25,597,345	4,061	6,638	5,084	4,920	7,509	6,015
1999	1,818	1,003	2,821	1.25	1.25	1.25	2,272	833	3,105	1,254	865	2,119	3,526	1,698	5,224	12,447,894	13,405,425	25,853,319	4,009	6,327	4,949	4,754	7,112	5,757
2000	1,916	1,115	3,031	1.25	1.25	1.25	2,395	833	3,228	1,394	865	2,259	3,789	1,698	5,487	12,572,373	13,539,479	26,111,852	3,895	5,993	4,759	4,581	6,966	5,572
2001	2,036	1,199	3,236	1.25	1.25	1.25	2,546	833	3,379	1,499	865	2,364	4,045	1,698	5,743	12,698,097	13,674,874	26,372,971	3,758	5,784	4,592	---	---	---

SOURCE: THE HANSEN GROUP
DETAILED REPORTS OF SIMULATION EXPERIMENTS 1-19
THE FUTURE FOR TEACHER EDUCATION IN ONTARIO

Chapitre 6

Incidences de la baisse des effectifs scolaires sur la formation des agents de supervision et autres agents d'éducation

J'ai consacré cette section aux agents des conseils scolaires, quels que soient leurs titres: directeurs et directeurs adjoints, superviseurs et superviseurs adjoints, coordonnateurs, conseillers pédagogiques, chefs de section, etc. Ces personnes ont en commun une caractéristique essentielle: elles détiennent toutes des certificats d'enseignement et ont donc suivi les programmes de base de formation des enseignants. Ce sont pour la plupart d'anciens enseignants, dont plusieurs ont une expérience considérable, voire remarquable. Ils ont été triés sur le volet pour occuper un poste donné dans la hiérarchie de l'administration scolaire, après avoir gravi les échelons habituels de promotion du système scolaire.

En raison de la taille du corps enseignant, le nombre de candidats aux postes d'agents de supervision est automatiquement garanti, de sorte que ces derniers ne seront touchés par la baisse des effectifs scolaires que dans certaines de leurs caractéristiques telles que l'âge et l'expérience, en raison du vieillissement des enseignants. Quant à la demande, c'est une autre affaire. Tant que la population scolaire demeurera stationnaire ou diminuera, les besoins en personnel de supervision supplémentaire seront faibles ou nuls, et seules les vacances seront comblées. La meilleure façon de réduire sans heurt le personnel, c'est de ne pas combler les vacances, ce que devront parfois faire les conseils scolaires en raison des contraintes financières, ou plus souvent en raison de la compression d'autres parties du système scolaire. Lors des audiences publiques, les conseils scolaires et leurs cadres supérieurs nous ont informés qu'en pratique, la réduction du personnel à ce niveau était, dans la mesure du possible, proportionnelle à la baisse totale du nombre d'élèves. Il y a eu quelques exceptions, car en certaines circonstances inhabituelles, les fardeaux administratifs ne sont pas réduits en proportion de la baisse du nombre d'élèves, ni immédiatement. D'après le Tableau 6.1, qui indique le nombre

d'agents de supervision pour l'ensemble de l'Ontario depuis 1972, selon les rapports officiels, il est évident qu'il y a eu des fluctuations au cours des années.

L'une des incidences les plus graves de la stagnation ou de la baisse de la population scolaire est sans contredit le fait que très peu de postes de supervision deviennent vacants, surtout dans le contexte actuel, alors que la plupart des cadres et des agents de supervision sont relativement jeunes. Il n'y aura vraisemblablement pas de vacance à ces postes, à moins que des efforts particuliers ne soient faits pour introduire une mobilité verticale par le biais de nominations temporaires. Sans cette mobilité, y compris une certaine mobilité horizontale par le biais de mutations ou d'échanges entre les conseils scolaires pour des périodes plus ou moins longues, à quoi bon offrir à ces personnes des programmes autres que des cours de rafraîchissement ou de recyclage? L'été dernier, sept cours offerts par le ministère de l'Education aux candidats à la direction d'une école ont attiré plus de 100 personnes par cours. Mais comme on jumelle ou ferme les écoles et qu'il ne s'en construit plus, les chances d'accéder à un poste de directeur d'école sont très minces. J'ai visité ces cours, dans le sud de l'Ontario, et tout en constatant la valeur des candidats, je n'ai pu m'empêcher de m'interroger sur la pertinence de ces cours dans le contexte actuel.

Quelles que soient les initiatives prises au chapitre de la mobilité, ni la baisse des effectifs, ni aucun autre facteur ne plaiderait en faveur de la promotion à des postes de supervision de personnes qui n'auraient pas à leur actif une expérience appréciable dans l'enseignement. Mais si l'on doit offrir des programmes de formation, il ne doit s'agit que de programmes de formation en cours d'emploi, dont les cours à l'intention des directeurs d'école sont un excellent exemple. Quant aux conseillers pédagogiques et aux coordonnateurs, ils pourront suivre dans leur spécialité des programmes de formation en cours d'emploi d'un type différent, vraisemblablement à l'une des facultés de pédagogie ou à l'Institut d'études pédagogiques de l'Ontario. Soulignons ici qu'il est très louable de suggérer qu'on accorde plus d'importance aux stages de formation en cours d'emploi (combinés de préférence à un programme officiel de formation portant, par exemple, sur des programmes ou des techniques pédagogiques donnés). Mais cela m'amène à soulever à nouveau la question: Pourquoi offrir ces programmes alors que les possibilités d'emploi iront en diminuant en raison des restrictions financières et de la diminution des effectifs, sans compter que les postes convoités seront

TABLEAU F.1

RÉPARTITION DU PERSONNEL ENSEIGNANT PAR POSTES DE TRAVAIL, SEPTEMBRE 1972-1977

ANNÉE	SEXE	ÉCOLES ÉLÉMENTAIRES																																	
		DIRECTEUR		DIRECTEUR ADJOINTS		CHEFS DE SECTION CHEFS ADJOINTS COORDONNATEURS		ENSEIGNANTS RÉGULIERS		AUTRES		NON DÉCLARÉS		TOTAL		DIRECTEUR		DIRECTEUR ADJOINTS		CHEFS DE SECTION CHEFS ADJOINTS COORDONNATEURS		ENSEIGNANTS RÉGULIERS		AUTRES		NON DÉCLARÉS		TOTAL		ENSEMBLE DES ÉCOLES							
		NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%	DIRECTEUR		DIRECTEUR ADJOINTS		CHEFS DE SECTION CHEFS ADJOINTS COORDONNATEURS		ENSEIGNANTS RÉGULIERS	
																														NOMBRE	%	NOMBRE	%	NOMBRE	%	NOMBRE	%
1972-73	HOMMES	5,262	18.64	1,334	7.62	681	3.89	11,515	65.79	710	4.05	---	---	17,502	100.0	560	2.37	736	3.12	7,063	29.93	14,715	62.36	522	2.21	---	---	23,596	100.0	3,822	9.30	2,070	5.04	7,744	18.84	26,230	63.82
	FEMMES	628	1.53	225	0.55	439	1.07	37,249	90.58	2,584	6.28	---	---	41,125	100.0	15	0.14	38	0.35	1,823	16.92	8,489	78.80	408	3.79	---	---	10,773	100.0	643	1.24	263	0.51	2,262	4.36	45,738	88.13
	TOTAL	5,890	6.64	1,559	2.66	1,120	1.91	48,764	83.18	3,294	5.62	---	---	58,627	100.0	575	1.67	774	2.25	8,886	25.85	23,204	67.51	930	2.71	---	---	34,369	100.0	4,465	4.80	2,333	2.51	10,006	10.76	71,968	77.39
1973-74	HOMMES	5,229	17.63	1,301	7.11	659	3.60	12,422	67.84	584	3.19	116	0.63	18,311	100.0	595	2.38	774	3.60	6,685	29.15	14,347	62.56	531	2.32	105	0.45	22,935	100.0	3,774	9.15	2,025	4.91	7,344	17.81	26,769	64.90
	FEMMES	586	1.45	201	0.49	404	0.98	37,167	89.80	2,351	5.68	681	1.65	41,390	100.0	11	0.11	31	0.31	1,503	16.11	7,777	78.63	398	4.02	81	0.82	9,891	100.0	597	1.16	232	0.45	1,997	3.89	48,944	87.64
	TOTAL	5,815	6.39	1,502	2.52	1,063	1.78	49,589	83.06	2,935	4.92	797	1.33	59,701	100.0	556	1.60	755	2.30	8,278	25.22	22,124	67.40	929	2.83	184	0.56	32,826	100.0	4,371	4.72	2,257	2.44	9,341	10.10	71,713	77.51
1974-75	HOMMES	5,288	17.56	1,292	6.90	744	3.97	12,710	67.80	690	3.68	1	0.01	18,725	100.0	551	2.36	720	3.08	6,699	28.65	14,900	63.72	510	2.18	5	0.02	23,385	100.0	3,839	9.12	2,012	4.78	7,443	17.68	27,610	65.57
	FEMMES	545	1.33	215	0.52	405	0.99	37,046	90.43	2,734	6.67	23	0.06	40,968	100.0	9	0.09	33	0.33	1,598	15.99	7,895	79.01	451	4.51	6	0.06	9,992	100.0	554	1.79	248	0.49	2,003	3.93	44,941	88.19
	TOTAL	5,833	6.42	1,507	2.52	1,149	1.92	49,756	83.35	3,424	5.74	24	0.04	59,693	100.0	560	1.68	753	2.26	8,297	24.86	22,795	68.30	961	2.88	11	0.03	33,377	100.0	4,393	4.72	2,260	2.43	9,446	10.15	72,551	77.95
1975-76	HOMMES	5,314	16.77	1,308	6.62	695	3.52	13,439	68.00	1,007	5.10	---	---	19,763	100.0	550	2.27	723	2.99	5,342	22.09	16,454	68.03	1,118	4.62	---	---	24,187	100.0	3,864	8.79	2,031	4.62	6,837	13.76	29,893	68.02
	FEMMES	539	1.30	250	0.56	345	0.83	36,202	87.42	4,093	9.88	---	---	41,409	100.0	12	0.11	40	0.39	1,212	11.86	8,515	83.33	440	4.31	---	---	10,219	100.0	551	1.07	270	0.52	1,557	3.02	44,717	86.61
	TOTAL	5,853	6.30	1,558	2.51	1,040	1.70	49,641	81.15	5,100	8.34	---	---	61,172	100.0	562	1.63	763	2.22	6,554	19.05	24,969	72.57	1,558	4.53	---	---	34,406	100.0	4,415	4.62	2,301	2.41	7,594	7.95	74,610	78.06
1976-77	HOMMES	5,341	16.55	1,293	6.41	720	3.57	13,744	68.10	1,085	5.38	---	---	20,183	100.0	552	2.26	743	3.05	5,357	21.96	16,618	68.13	1,122	4.60	---	---	24,392	100.0	3,893	8.73	2,056	4.57	6,077	13.63	30,362	68.11
	FEMMES	501	1.22	266	0.65	367	0.90	35,699	87.11	4,148	10.12	---	---	40,981	100.0	12	0.11	45	0.43	1,261	12.04	8,716	83.22	439	4.19	---	---	10,473	100.0	513	1.00	511	0.60	1,628	3.16	44,415	86.32
	TOTAL	5,842	6.28	1,559	2.55	1,087	1.78	49,443	80.83	5,233	8.56	---	---	61,164	100.0	564	1.62	788	2.26	6,618	18.98	25,334	72.66	1,561	4.48	---	---	34,865	100.0	4,406	4.59	2,567	2.44	7,705	8.02	74,777	77.87
1977-78	HOMMES	5,329	16.45	1,276	6.30	660	3.26	13,840	68.31	1,155	5.70	---	---	20,260	100.0	536	2.17	747	3.03	5,535	22.43	16,813	68.14	1,043	4.23	---	---	24,674	100.0	3,865	8.60	2,023	4.50	6,195	13.79	30,653	68.22
	FEMMES	494	1.24	272	0.68	299	0.75	34,508	86.64	4,257	10.69	---	---	39,830	100.0	15	0.14	49	0.46	1,327	12.52	8,737	82.46	468	4.42	---	---	10,596	100.0	509	1.01	321	0.64	1,626	3.22	45,245	85.76
	TOTAL	5,823	6.36	1,548	2.58	959	1.60	48,348	80.46	5,412	9.01	---	---	60,090	100.0	551	1.56	796	2.26	6,862	19.46	25,550	72.44	1,511	4.28	---	---	35,270	100.0	4,374	8.59	2,344	2.46	7,821	8.20	75,898	77.49

ANNÉE	SEXE	ENSEMBLE DES ÉCOLES													
		AUTRES		NON DÉCLARÉS		TOTAL									
		NOMBRE	%	NOMBRE	%	NOMBRE	%								
1972-73	HOMMES	1,232	5.00	---	---	41,098	100.0								
	FEMMES	2,992	5.77	---	---	51,898	100.0								
	TOTAL	4,224	4.54	---	---	92,996	100.0								
1973-74	HOMMES	1,115	2.70	219	0.53	41,246	100.0								
	FEMMES	2,749	5.36	762	1.49	51,281	100.0								
	TOTAL	3,864	4.18	981	1.06	92,527	100.0								
1974-75	HOMMES	1,200	2.85	6	0.01	42,110	100.0								
	FEMMES	2,003	3.93	29	0.06	50,960	100.0								
	TOTAL	3,185	6.25	29	0.06	93,070	100.0								
1975-76	HOMMES	2,125	4.89	---	---	43,950	100.0								
	FEMMES	4,533	8.78	---	---	51,628	100.0								
	TOTAL	6,654	5.92	---	---	95,578	100.0								
1976-77	HOMMES	2,207	4.95	---	---	44,575	100.0								
	FEMMES	4,587	8.91	---	---	51,454	100.0								
	TOTAL	6,794	7.07	---	---	96,029	100.0								
1977-78	HOMMES	2,198	4.89	---	---	44,934	100.0								
	FEMMES	4,725	9.37	---	---	50,426	100.0								
	TOTAL	6,923	7.26	---	---	95,360	100.0								

SOURCE FICHIER CENTRAL DES ENSEIGNANTS DES ÉCOLES ÉLÉMENTAIRES, MINISTÈRE DE L'ÉDUCATION.

occupés pendant plusieurs années? Comme je l'ai souvent répété dans mes conférences, la mobilité est pratiquement disparue du système scolaire et la préoccupation de la sécurité d'emploi a entraîné le gel des structures.

Je ne prétends pas que les ateliers de travail, conférences, séminaires et programmes dispensés par l'OCLEA (Ontario Council for Leadership in Educational Administration), par exemple, doivent être abandonnés. Au contraire, les agents de supervision et autres agents d'éducation ont besoin de ce type de formation en cours d'emploi, ne serait-ce que pour les aider à conserver leur dynamisme et leur moral. Même les cadres administratifs supérieurs -- les directeurs pédagogiques et leurs adjoints -- sont encore jeunes, un bon nombre n'étant entrés en fonction que depuis 1969. On ne peut donc compter ici sur l'érosion naturelle des effectifs, à moins que par hasard les tensions résultant de la situation actuelle n'entraînent un vieillissement prématuré.[1]

Je fais donc la recommandation suivante:

Que les programmes visant à la formation d'agents de supervision qualifiés soient sévèrement restreints pour les cinq prochaines années, à moins qu'une certaine mobilité verticale automatique ne soit introduite dans le système.

Par ailleurs, je recommande:

Que les programmes de formation en cours d'emploi et de perfectionnement professionnel des enseignants soient encouragés par des congés d'étude et des exigences plus rigoureuses, notamment la nécessité de suivre des cours au niveau de la maîtrise ou du doctorat, des ateliers, conférences, mini-cours et programmes d'échange. Sans s'écarter sensiblement des pratiques actuelles, cette politique inciterait sans doute un plus grand nombre d'enseignants à poursuivre une formation universitaire en pédagogie.

Enfin, je recommande:

Dans tous les programmes de formation en cours d'emploi, qu'une attention particulière soit accordée aux problèmes de la gestion scolaire dans une situation de stagnation ou de compression; en pareil contexte, les solutions traditionnelles ne conviennent pas nécessairement. Ces programmes mettront l'accent sur une nouvelle

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[1] Au moment où j'écris ces lignes, je sais qu'un très grand nombre de directeurs ont démissionné ou changé de poste. Les tensions propres à l'administration scolaire dans le contexte actuel semblent donc plus vives que je ne l'avais cru.

forme de gestion par consultation et consensus, qui s'éloigne du modèle bureaucratique et se rapproche du modèle politique.

Je sais fort bien que bien des agents de supervision perdront leur emploi au cours des dix prochaines années et qu'ils devront se recycler en vue de retourner à un poste inférieur ou dans le cas de plusieurs, à l'enseignement. Si le cycle de mobilité verticale et horizontale, sur lequel j'insisterai dans le chapitre 8, était mis en oeuvre, un programme complet de formation en cours d'emploi serait également nécessaire, autant pour les futurs agents que pour les ex-agents de supervision. Cela entraînera des dépenses, mais je suis d'avis qu'il s'agira là de sages dépenses. Il ne sera vraisemblablement pas nécessaire d'envisager des dépenses supplémentaires si les efforts actuels, de plus en plus nombreux, sont canalisés dans ces directions nouvelles et plus efficaces, et à des fins nouvelles et beaucoup plus nécessaires. Le retour au système scolaire, grâce à une certaine souplesse qui créerait de nouvelles possibilités d'avancement et stimulerait l'enthousiasme, le dévouement, l'imagination et la créativité, se traduirait par une amélioration de la qualité de l'enseignement, ce qui compensera largement les quelques misérables fonds additionnels qu'il faudrait peut-être dépenser. Ce que je propose, en réalité, c'est un changement d'orientation des efforts actuels, et non pas un fardeau supplémentaire.

Chapitre 7

Incidences de la baisse des effectifs scolaires sur la gestion du système scolaire

Le ministère de l'Education

Les incidences directes de la baisse de la clientèle scolaire sur l'organisation du ministère de l'Education sont relativement peu nombreuses. Mais les répercussions psychologiques indirectes d'un système en compression dont la clientèle ne cessera de diminuer au cours des prochaines années -- ou, au mieux, demeurera stationnaire -- seront néfastes pour le climat scolaire et l'état d'esprit du personnel, en raison de l'absence presque complète de possibilités d'avancement. Des efforts particuliers, semblables à ceux que je recommandais pour les conseils scolaires, devront être déployés par le ministre pour contrer les effets négatifs de cet état d'esprit.

Les problèmes les plus sérieux dans le bureau central, et peut-être davantage dans les bureaux régionaux, découleront des contraintes financières. Après tout, les revenus du ministère de l'Education dépendent entièrement du Trésorier de la province; le ministère ne peut lever d'impôt local pour compenser les pertes résultant des restrictions budgétaires.

Mais il n'y a aucune raison d'envisager une restructuration du bureau central ou des bureaux régionaux. Il faudra cependant mettre davantage l'accent sur la planification et les moyens à prendre pour aider davantage les conseils scolaires dans l'élaboration de plans (démographiques, de construction et de financement), la mise en oeuvre des programmes-cadres et la préparation de matériel d'apprentissage, toutes choses qui peuvent se faire, selon moi, par le réaménagement des tâches et la réaffectation du personnel en fonction. Le mécanisme de "surveillance" dans lequel le ministère semble déjà engagé pourrait recevoir une plus grande attention, notamment quant à la coordination des efforts des différents organismes et au développement d'un esprit de collaboration pour entreprendre des tâches d'intérêt commun. Aucune de ces mesures n'entraîne

de dépense supplémentaire, à moins d'être imposée comme mesure d'urgence. A la longue, l'élimination du dédoublement des efforts, par le ministère et les conseils scolaires, entraînera même des économies.[1] Les bureaux régionaux joueront un rôle essentiel à cet égard. Je suis d'avis qu'ils font un excellent travail, qu'ils sont très utiles aux conseils scolaires (et par conséquent au ministre) et qu'ils accueilleront avec enthousiasme l'occasion d'élargir des services qu'ils ont déjà commencé à fournir. Je fais donc la recommandation suivante:

> Que les bureaux régionaux soient renforcés le plus possible, à l'intérieur des limites financières existantes, pour permettre aux conseils scolaires de mettre au point des études démographiques et des plans de construction et de financement, de mettre en oeuvre des programmes-cadres et de préparer du matériel d'apprentissage.

Dans mon deuxième rapport préliminaire, j'ai indiqué clairement qu'à mon avis, le ministre de l'Education devrait conserver et, au besoin, retrouver un plus grand contrôle sur certains domaines d'intérêt public général. Cette mesure m'apparaissait essentielle. Ma conviction s'est renforcée au cours des derniers mois, et j'espère que le ministre acceptera mes recommandations et exercera un contrôle accru sur certains domaines tels que les projets de dépenses courantes et d'immobilisations, les programmes et le matériel d'apprentissage, et les conditions d'emploi des enseignants et autres employés des conseils scolaires.[2] Cela ne signifie pas qu'il faille embaucher plus de personnel, mais procéder plutôt à des réaffectations du personnel en fonction, ou définir plus clairement les responsabilités de chacun.

Les observations qui m'ont été faites, oralement et par écrit, m'ont convaincu que la plupart des conseils scolaires et leurs administrateurs souhaitent réellement que le ministère de l'Education joue un rôle plus actif. Il se peut que leur goût

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[1] Le meilleur exemple est celui de ce directeur général qui, ayant confié à différents conseils scolaires l'élaboration d'une partie du programme, recueille les découvertes et le matériel d'apprentissage mis au point, pour en faire profiter ensuite les conseils scolaires.

[2] Par exemple, au nom de la prudence et du sens commun, le ministre devrait exercer un certain contrôle sur les salaires des employés des conseils scolaires. Actuellement, les subventions générales sont contrôlées par le biais de limites, mais le gouvernement est tenu par la loi de verser, au nom des enseignants, une contribution de 6% à la caisse de retraite garantie par ce dernier, pour des salaires déterminés au niveau local et sur lesquels il n'exerce aucun contrôle.

d'une liberté presque illimitée se soit atténué par suite des problèmes découlant de la chute de leur clientèle, mais je pense plutôt qu'ils reconnaissent de plus en plus le ministère comme le partenaire le plus important, qui dispose de ressources plus considérables et est doté d'une vision plus globale, sans compter que ce partenaire a des droits et des responsabilités que le public s'attend à lui voir exercer effectivement. Je crois que le public verrait d'un très bon oeil ce changement de rôle et que ses intérêts lui apparaîtraient ainsi mieux protégés.

Je reprendrai donc textuellement les recommandations de mon deuxième rapport préliminaire relativement aux activités du ministère:

(1) Que soit entrepris immédiatement un effort soutenu pour promouvoir des solutions politiques décentralisées aux problèmes locaux et provinciaux découlant de la baisse des effectifs scolaires, notamment les problèmes de coordination et de coopération. Les administrateurs des conseils scolaires et les fonctionnaires du ministère de l'Education seront encouragés à promouvoir et à organiser des rencontres de discussions et de négociations pour traiter des problèmes communs aux conseils scolaires et aux groupes intéressés.

(2) Que des mesures soient prises pour augmenter le contrôle du ministère sur certaines décisions d'ordre financier telles que l'utilisation et la vente des immeubles et terrains, les conditions de travail et les avantages sociaux du personnel, notamment les régimes de retraite, les gratifications de fin d'emploi, etc.

(3) Que le ministère mette tout en oeuvre pour faciliter la formation d'une organisation provinciale de commissaires qui pourrait devenir leur porte-parole et jouer un rôle politique important.

Les changements rapides survenus récemment dans les bureaux régionaux, notamment les changements de fonctions, les ont affaiblis et ont compliqué la tâche d'un personnel dévoué et efficace, désireux de s'acquitter de ses responsabilités même s'il doit faire des heures supplémentaires, comme cela semble parfois être la norme. Mais dans le contexte actuel, ces fonctionnaires régionaux sont plus nécessaires que jamais. Le ministère de l'Education doit prendre une décision très délicate: décentraliser de nombreuses activités vers

les bureaux régionaux, ou les centraliser toutes dans l'édifice Mowat. Pour ma part, j'ai toujours préféré la décentralisation, et c'est pourquoi je fais la recommandation suivante:

> Que les activités des bureaux régionaux soient élargies pour mieux aider les conseils scolaires locaux, en mutant à cette fin, si nécessaire, des membres du personnel du bureau central de Toronto.

Je recommande en outre:

> Que le ministre passe en revue les objectifs, les activités et le personnel du bureau central et des bureaux régionaux pour déterminer la pertinence et l'ampleur de la décentralisation dans les secteurs appropriés.

Les conseils scolaires

A. Composition, droits et responsabilités

La baisse des effectifs scolaires a très peu d'incidences sur la structure des conseils scolaires, sauf peut-être pour certains "conseils scolaires isolés" de la région Nord qui pourraient être appelés à disparaître ou ne plus exister que "sur papier".

La création en 1969 des conseils de comté et de district (avec l'équivalent pour les écoles séparées) constituait un pas important vers l'accessibilité de l'éducation et le partage des ressources fiscales, sans compter qu'il en est résulté une amélioration notable de la qualité de l'enseignement. Mais tout en reconnaissant que bien des problèmes auxquels nous avons fait face ces dernières années auraient pu se régler beaucoup plus facilement dans le cadre de ce nouveau système, personne n'avait alors, à ma connaissance, envisagé l'éventualité d'une baisse rapide de la population scolaire, avec sa cohorte de difficultés et de problèmes nouveaux. Cependant, ces unités plus importantes ont donné à la plupart des conseils scolaires plus de ressources et de souplesse, sans compter une foule d'autres conditions qui leur permettent de mieux faire face à la situation actuelle. Dans l'ensemble, plusieurs régions ont une clientèle de base stable, et qui promet de le rester jusqu'à la fin du siècle, alors que d'autres seront en mesure de compenser facilement les pertes subies dans une partie de leur territoire par des gains enregistrés ailleurs (par exemple, Peel-sud et Peel-nord; Simcoe-sud et

Simcoe-nord; Scarborough-sud et ouest et Scarborough-nord et est). Bien sûr, tous les problèmes ne sont pas entièrement évités, et il en surgira de nouveaux, notamment le transport des jeunes enfants; mais dans l'ensemble, les conseils scolaires dont la clientèle demeurera plutôt stable se trouveront dans une position viable, voire confortable. Il n'en ira pas ainsi pour les conseils scolaires de la plupart de nos grandes villes, où les migrations accrues s'ajoutent à la baisse des effectifs scolaires et créent de nombreux problèmes complexes, que viennent aggraver la baisse du nombre d'élèves dans les quartiers plus anciens des villes et des banlieues et la fermeture d'écoles de quartier.

Le public, qui ignore les droits constitutionnels garantis aux écoles séparées catholiques et le désir légitime des parents catholiques d'envoyer leurs enfants à l'école confessionnelle, peut s'interroger sur le bien-fondé de l'existence de deux systèmes scolaires distincts. Cette question n'est pas nouvelle, mais elle prend une ampleur accrue en raison des pressions découlant de la baisse du nombre d'élèves dans les écoles publiques, sans compter le transfert volontaire d'un nombre relativement élevé d'élèves catholiques au système scolaire séparé, en raison de l'augmentation du nombre de parents favorables à l'école confessionnelle. Il est très rarement arrivé que les questions à ce sujet aient été teintées d'intolérance et de fanatisme, comme par le passé. J'ai été heureux de constater qu'il y a moins d'animosité et d'aigreur entre les deux systèmes scolaires, par rapport à ce que j'ai pu observer il y a une trentaine d'années lors de mon travail pour la Commission Hope.

On veut parfois obliger les conseils scolaires séparés à partager leurs installations ou à louer des locaux dans les écoles publiques. On oublie ainsi la difficulté -- voire l'impossibilité -- de maintenir l'essentiel du système catholique, qui juge la religion et l'éducation inséparables. Malgré les problèmes de locaux que cela entraîne, notamment dans les régions où la population est clairsemée et, plus récemment, même dans les centres urbains importants tels que Ottawa et Toronto, nous devons maintenir notre double système scolaire, en vigueur depuis 135 ans, et apprendre à composer avec ses avantages et ses inconvénients, voire à en tirer profit.

Il y a une autre raison pour laquelle je ne suggère aucun changement à ce chapitre. En général, les écoles séparées ne souffrent pas de la baisse de la clientèle scolaire et, à l'échelle provinciale, il ne semble pas qu'elles enregistreront une baisse marquée de leur clientèle, à moins d'un changement dans la religion des nouveaux immigrants. Je sais que certains conseils scolaires séparés sont lourdement affectés par les transferts de population (comme à Ottawa et Windsor) ou par la faible densité de la population catholique dans certaines régions rurales et dans le nord de la province. Mais même dans ces cas, la stagnation ou la baisse de la population scolaire n'a rien à voir avec les changements à apporter à la structure du système scolaire séparé. La tâche du gouvernement relativement aux écoles secondaires catholiques (11^{e}, 12^{e} et 13^{e} années) n'est pas terminée, mais comme cela n'a aucun rapport avec la diminution du nombre d'élèves, je me bornerai à constater que le gouvernement a réitéré récemment sa politique traditionnelle à ce sujet.

Dans le cas des élèves franco-ontariens, l'avènement d'écoles secondaires de langue française a entraîné une certaine anomalie de structure. En effet, la plupart des élèves franco-ontariens fréquentent les écoles élémentaires séparées catholiques de la maternelle à la 8^{e} année, puis, pour la 9^{e} à la 13^{e} année, ils passent pratiquement en bloc aux écoles secondaires de langue française publiques.

L'établissement récent d'écoles secondaires de langue française s'est traduit par un accroissement très rapide du nombre d'élèves dans ce secteur, inexistant il y a quelques années, ce qui donne ou pourrait donner la fausse impression d'une augmentation rapide du nombre d'élèves franco-ontariens. Comme je l'ai souligné dans mon premier rapport provisoire, les chiffres réels et les projections indiquent des pertes importantes d'élèves francophones dans les écoles élémentaires et secondaires. Les tableaux et graphiques, ainsi que les commentaires qui les accompagnent, indiquent clairement que le taux de fécondité des Franco-ontariens semble plus faible que la moyenne de la province, depuis quelques années. Il se rapproche sensiblement de celui des francophones du Québec au cours des dernières années (jusqu'à la fin du premier trimestre de 1978),

et la migration interprovinciale nette des enfants, de même que la migration totale nette, ont été nettement négatives depuis un certain temps.

Si les Franco-ontariens suivent l'exemple des Québécois, ils connaîtront une baisse continue de leurs effectifs scolaires jusqu'en 1986, et probablement jusqu'à la fin du siècle, tant dans leurs écoles secondaires que dans leurs écoles élémentaires. Comme ils constituent un groupe minoritaire de la population scolaire, cela pose un problème. En effet, en 1977, le total des élèves inscrits aux écoles de langue française ne représentait que 5,3% des inscriptions totales de la province, alors que d'après le recensement de 1971, les francophones constituaient 9,6% de la population totale de l'Ontario. Les craintes des Franco-ontariens d'être assimilés rapidement à la population anglophone sont entièrement corroborées par ces statistiques officielles. Mais si l'on compare les résultats du recensement de 1971 par rapport à la langue le plus souvent parlée à la maison[1] et avec les inscriptions scolaires de 1977, on constate qu'un pourcentage plus élevé que prévu d'élèves franco-ontariens fréquentent les écoles de langue française.[2] Si ces données sont exactes -- et j'espère sincèrement qu'elles le sont -- cela pourrait signifier que la tendance à l'assimilation totale a non seulement été stoppée, mais qu'elle serait actuellement inversée dans le cas des enfants. Les politiques gouvernementales actuelles relatives au français semblent couronnées de succès.

J'ai demandé à un comité spécial de préparer une étude (Document de travail n° 22) sur la situation des Franco-ontariens. Ce comité, présidé conjointement par MM. Robert Dixon et André Lecuyer, a fait une évaluation

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[1] Parmi ceux qui sont d'origine française, seulement 67,5% indiquent "français seulement" ou "anglais et français" comme langue officielle parlée, et seulement 44,7% indiquent le français comme "langue le plus souvent parlée à la maison".

[2] Moins de la moitié (44,7%) des Franco-ontariens indique le français comme langue d'usage à la maison. Comme la population francophone de l'Ontario représente 9,6% de la population totale, on pourrait s'attendre à ce que moins de la moitié fréquente les écoles de langue française. Or, le nombre d'enfants inscrits aux écoles de langue française représente 5,3% des inscriptions totales, soit plus de la moitié de 9,6%.

excellente et exhaustive de la situation et, comme je l'avais encouragé à le faire, a présenté une série de recommandations originales. Je le remercie très sincèrement de ses efforts et soumets ce rapport à l'attention bienveillante et sympathique du ministre de l'Education et de ses collègues.

Les incidences de la baisse de la population scolaire sur les Franco-ontariens sont décourageantes, surtout à long terme, sans compter que même actuellement, il est extrêmement difficile de doter les régions peu peuplées et isolées de l'Ontario (c'est-à-dire, géographiquement, la plupart d'entre elles) d'installations scolaires convenables. Ces difficultés sont analysées en détail dans une étude du conseil scolaire séparé de Nipissing[1] intitulée New Dimensions, rapport du Committee on Assimilation mis sur pied en novembre 1977 et qui a présenté son rapport le 27 avril 1978. (Madame Laura Gueguen-Charron dirigeait l'équipe de trois femmes et deux hommes qui ont travaillé à ce projet.) Selon les membres de ce comité, les mesures préconisées "freineront l'anglicisation et augmenteront le respect mutuel et la compréhension entre les deux communautés linguistiques". Ils ne cachent pas que le programme général qu'ils recommandent en est un d'envergure, dont l'entière responsabilité repose sur les écoles de langue française. L'une de leurs recommandations principales favorise...

> "... la formation d'un système scolaire confessionnel de langue française de la maternelle à la 13^{e} année".

Mais ils ne recommandent toutefois pas la formation d'un conseil scolaire distinct pour les écoles de langue française. Ils reconnaissent aussi la complexité de certaines situations quand, par exemple, une population scolaire comprend des "francophones évidents" et des élèves "en voie d'anglicisation" et "virtuellement anglicisés". Mais je suis d'avis que, pas plus que le comité Dixon-Lecuyer, ces derniers n'ont vraiment compris et accepté les incidences de l'ampleur de la baisse des effectifs scolaires dans les écoles de langue française, pour lesquelles

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[1] J'ai grandement apprécié ce rapport, que je n'avais ni commandé, ni financé à même les fonds de la Commission. Je tiens à féliciter le conseil scolaire de Nipissing de son initiative.

j'ai présenté des projections dans mon premier rapport provisoire. Le travail de cette Commission était connu des deux groupes, de même que l'ampleur de la baisse probable de la population scolaire, et le groupe de Nipissing semble avoir bien compris que cette situation aggraverait les problèmes, comme ils l'ont d'ailleurs indiqué (page 30):

> "Cette baisse pourrait affecter très sérieusement les Franco-ontariens, déjà disséminés dans cette vaste région (Nipissing). Les conseils scolaires peuvent décider de fermer des écoles de langue française ou les intégrer aux écoles de langue anglaise. D'autres problèmes peuvent surgir relativement à la disparition de programmes et d'options ou à la réduction du nombre de spécialistes francophones. Ces mesures doivent être évitées à tout prix.
>
> Nous avons déjà souligné l'importance des écoles homogènes de langue française et dénoncé les méfaits des écoles mixtes. Il faut veiller à ce que l'identité franco-ontarienne des écoles actuelles ne soit pas menacée par un réaménagement qui encouragerait l'assimilation. L'école est un centre culturel qui ne doit pas être abandonné à la collectivité.
>
> D'après les statistiques du ministère (sur la baisse de la clientèle), si le ratio actuel élèves/enseignant et le rythme actuel des nouvelles inscriptions se maintiennent, une cinquantaine d'écoles élémentaires et une dizaine d'écoles secondaires sont appelées à disparaître. On peut naturellement répartir sans trop d'inconvénients les élèves francophones dans les grands centres où les Franco-ontariens sont en nombre suffisant, mais le même critère ne doit pas être appliqué de façon rigide dans les régions où la population francophone est moins dense."

Les problèmes sont énoncés aussi clairement, sinon plus en détail, dans le rapport Dixon-Lecuyer. Je comprends bien les aspirations des francophones, et leur crainte de l'assimilation, mais il se peut que dans le contexte actuel leurs besoins ou leurs désirs ne puissent être satisfaits. La baisse de la clientèle scolaire et la faible densité de population peuvent engendrer une situation désastreuse pour les écoles de langue française. Mais nous n'y pouvons rien. Dans le contexte actuel, l'établissement d'un système scolaire de langue française distinct, payé uniquement par les taxes locales des francophones, serait une entreprise extrêmement déraisonnable. Sauf dans quelques rares régions à forte concentration francophone, ce système serait, dès le départ, très vulnérable. Il serait beaucoup plus sage et raisonnable pour les francophones de s'unir aux tenants des écoles séparées au niveau élémentaire,

et à tous les contribuables dans le cas des écoles secondaires. En réalité, les francophones sont trop peu nombreux et ils n'ont pas les ressources financières nécessaires pour ériger leur propre système. Cela peut être une réalité amère, mais il ne semble pas y avoir d'autre possibilité d'aménagement dans l'organisation actuelle des conseils scolaires et des unités de gestion.

On m'a décrit certaines situations aberrantes existant dans le Nord de la province et dans certaines régions rurales isolées du sud, où les élèves sont divisés entre écoles publiques et séparées, élémentaires et secondaires, de langue anglaise et de langue française, sans compter les divisions des écoles de langue anglaise en raison des classes d'immersion en français. (Il est intéressant de constater que les francophones ne semblent pas particulièrement empressés d'accueillir des anglophones dans leurs classes d'immersion en français ou d'accueillir un nombre important ou restreint d'anglophones désireux d'apprendre le français en fréquentant les écoles de langue française.) En raison des contraintes financières et de la baisse de la population scolaire, je suis d'avis qu'il faut travailler dans le sens d'une coordination et d'un regroupement accrus plutôt que d'une fragmentation qui affaiblirait davantage le système.

B. Personnel administratif

Il se peut que la chute des effectifs des écoles n'ait pas ou n'ait guère de conséquences sur les structures des conseils scolaires, mais elle en a sur l'administration de chaque conseil scolaire. C'est pourquoi j'ai commandé deux études sur l'administration scolaire dans le contexte actuel.[1] La plupart des observations de ces études portent surtout sur la formation et l'emploi du personnel administratif et ont été utilisées dans les Chapitres 6 et 8. Nous ne retiendrons ici que ce qui touche à l'administration dans son sens le plus large, c'est-à-dire les directeurs, superviseurs, autres agents de supervision,

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[1] (a) Scott, J. Glenn, Kickcox, Edward S., McLeod, Gerald T., et Ryan, Doris W: The Impact of Declining Enrolments on School Governance and Administration in Ontario, Document de travail n° 9, avril, 1978.

(b) Brown, Alan F., O'Toole, Padraig, et DeFour, Reginald: The Impact of Declining Enrolment Upon the Principal and Vice-Principal in Ontario with Implications and Alternatives, Document de travail n° 13, mai 1978.

conseillers et coordonnateurs, ou tous ceux qui occupent un poste supérieur à celui des enseignants, à l'exception des chefs de section des écoles secondaires.

Dans mon deuxième rapport préliminaire, j'ai analysé en détail les propositions relatives aux modèles de structures administratives courantes, c'est-à-dire bureaucratiques et hiérarchiques, par rapport aux modèles "politiques" et j'ai recommandé que l'on reconnaisse le changement amorcé vers le modèle politique et qu'on l'encourage davantage. Naturellement, cela nécessitera une collaboration et une coordination accrues des efforts, non seulement entre les différents niveaux d'un même conseil scolaire, mais plus particulièrement entre le ministère de l'Education et les conseils scolaires, entre tous les conseils scolaires de la province, et particulièrement entre les agents des conseils scolaires et les autres membres du personnel dans la mise au point d'ententes mutuelles avantageuses à court terme et à long terme. Lors des audiences publiques et des rencontres avec différents groupes, il m'a semblé que certains accords sur lesquels le ministère insiste aujourd'hui risquaient de coûter trop cher et d'entraîner un dédoublement coûteux des efforts, ce qu'une coordination et de meilleures relations interpersonnelles permettraient d'éviter. Certains conseils scolaires (généralement moins importants et moins riches) ont également manifesté le désir de recourir aux services des conseillers et coordonnateurs à l'emploi du bureau régional, plutôt que d'être tenus d'embaucher eux-mêmes ces personnes. Cela signifie une accélération du mouvement vers le modèle politique de consultations et de décisions par consensus, et de collaboration et de coordination encouragées et parrainées, au besoin, par le ministère de l'Education et ses bureaux régionaux. L'une des incidences de la baisse des effectifs scolaires est de favoriser ce mouvement.

Cette orientation nouvelle peut naturellement avoir des effets importants sur l'organisation administrative des agents des conseils scolaires et même entraîner la disparition de certaines catégories d'entre eux. A la limite, l'organisation scolaire peut se ramener à un directeur pédagogique (qui peut naturellement compter sur de l'aide pour les questions financières) et à des directeurs d'écoles qui rempliraient les fonctions confiées actuellement aux autres agents de supervision, y compris l'élaboration des programmes. Naturellement,

la principale fonction du directeur est de diriger l'école, c'est-à-dire de s'occuper surtout des relations interpersonnelles dans son école. Cela ne changera pas, quel que soit le type d'organisation dans l'avenir.

L'une des conséquences évidentes de la diminution du nombre d'élèves est la réduction du personnel administratif, tant au niveau du bureau central qu'à celui des directeurs et des adjoints. Cela semble une conséquence raisonnable, voire inévitable, si la taille du personnel (par exemple, du personnel enseignant) a diminué sensiblement. Mais cette réduction exige une évaluation rigoureuse des besoins et fonctions et ne doit pas se faire à tort et à travers. Aucun poste ne doit être éliminé à moins que ses fonctions essentielles ne puissent être assumées par d'autres personnes. C'est pourquoi je fais la recommandation suivante:

> Que chaque conseil scolaire de la province soumette au ministre de l'Education une évaluation complète de ses besoins touchant les postes et fonctions de son personnel administratif, depuis le poste de directeur-adjoint d'une école jusqu'à celui de directeur d'un conseil scolaire, et prépare un plan à court et à long terme de ses besoins en personnel dans ses écoles et son bureau central. Un exemplaire de cette évaluation et de ce plan, révisés si nécessaire tous les trois ans, sera soumis à l'approbation du ministère de l'Education par l'entremise des bureaux régionaux.

Il est vraisemblable de croire que plusieurs des fonctions et tâches des conseillers et coordonnateurs attachés aux bureaux centraux des conseils scolaires puissent être remplies par des enseignants et que le rôle d'administration des directeurs d'école puisse être élargi, ce qui permettrait de remplacer plusieurs des agents de supervision affectés au bureau central. Dans le contexte actuel, il ne fait pas de doute que nous devons nous orienter le plus tôt possible en ce sens, non seulement pour améliorer les activités et économiser, mais pour mieux utiliser les ressources humaines disponibles et offrir des possibilités plus intéressantes aux employés. C'est pourquoi je fais la recommandation suivante:

> Dans la préparation de l'évaluation des besoins en personnel et autres, que les conseils scolaires se fondent sur l'hypothèse d'une délégation accrue des responsabilités au niveau de

l'école; que le ministère de l'Education n'oublie pas cet élément dans l'évaluation et l'approbation de chacun des plans qui lui seront soumis.

Je recommande en outre:

Que le ministre s'assure que le personnel embauché par les conseils scolaires pour le règlement d'un problème urgent ou d'une crise de courte durée n'a été engagé que temporairement et en fonction d'une tâche déterminée.

C. Le Nord

Le Nord de la province présente bien des problèmes particuliers, mais je n'ai pu en analyser que quelques-uns. La diminution du nombre d'élèves a frappé durement ces conseils scolaires, allant parfois jusqu'à rendre impossibles certaines tâches difficiles ("l'impossible" est pourtant monnaie courante dans cette région). Je m'inquiète beaucoup de la qualité de l'enseignement que peuvent dispenser plusieurs avant-postes éloignés, malgré l'aide des services auxiliaires de l'ETV (?), des cours par correspondance et des émissions radiophoniques, et de l'utilisation accrue de l'ordinateur. Lorsque les ressources naturelles s'épuisent, il s'ensuit un exode de la population (notamment des jeunes), de sorte que l'avenir de l'enseignement est sombre pour les quelques enfants qui demeurent sur place (et pour les enfants et adultes autochtones et Inuit). L'argent seul ne fait pas de miracle. Même l'utilisation accrue des établissements de pension présente des inconvénients, en plus de diviser les familles -- malgré les meilleures intentions -- et il se peut qu'à la longue, elle fasse plus de tort que de bien. Je me résigne à croire qu'il s'agit là d'une autre situation ou l'éducation doit s'adapter à l'évolution socio-économique. Il se peut même que nous devions accepter cette dure vérité de ne pouvoir assurer, pour des raisons économiques, un enseignement de qualité dans ces régions.

D. Grands et petits conseils scolaires

J'ai d'abord cru que la baisse de la population scolaire affecterait davantage les petits conseils scolaires. Mais nos études, fondées sur une enquête assez approfondie, indiquent le contraire; et malgré mon étonnement,

je dois me rendre à l'évidence. Ce phénomène a durement frappé les conseils scolaires importants, ceux des grands centres urbains et de plusieurs banlieues adjacentes importantes (plus anciennes). Mais ces conseils ont toujours eu des ressources financières plus considérables. (Plusieurs pourraient même se passer de l'aide du gouvernement et devraient, selon une formule de péréquation, fournir des fonds qui seraient répartis entre les régions moins fortunées de la province.) En outre, ils ont toujours eu des ressources humaines plus importantes -- agents de supervision, spécialistes, conseillers, coordonnateurs, etc. Mais ils doivent maintenant faire face à l'éventualité d'une baisse de 50 à 60% de leurs effectifs, sans aucun espoir de soulagement d'ici la fin du siècle, à moins que des villes entières ne soient détruites, puis reconstruites pour faire place à de jeunes familles.

Il ne sera pas facile pour les autorités scolaires des régions urbaines de réduire leurs gigantesques écoles et le nombre de leurs enseignants et administrateurs, et d'entreprendre la liquidation partielle de leurs empires. Mais elles devront se résoudre à le faire, et le plus rapidement possible. La potion la plus amère pour ces conseils scolaires sera le "partage des richesses". En effet, ils bénéficient d'une vaste concentration de richesses, sous forme d'évaluation foncière des entreprises industrielles et commerciales, qui ne disparaîtra pas. Mais maintenant qu'ils n'ont plus le nombre d'enfants nécessaire ni les responsabilités inhérentes à l'enseignement, va-t-on les laisser jouir seules de leurs richesses alors que leurs responsabilités sont assumées par d'autres? J'ai répondu à cette question dans mon deuxième rapport préliminaire: un changement radical doit être effectué dans notre système de financement scolaire. Je reviendrai sur ce point au Chapitre 10, où je présenterai alors mes recommandations.

Le coût de la mise en oeuvre des recommandations de ce chapitre sera minime, tant au niveau local qu'au niveau provincial. Certains changements d'ordre administratif entraîneront des économies importantes. Certaines économies découleront du réaménagement de certaines tâches et fonctions et de l'élimination des tâches superflues ou qui font double emploi.

Chapitre 8

Incidences de la baisse des effectifs sur le personnel des écoles et du système scolaire

8.1 Enseignants réguliers, autres enseignants et taille des classes

Dans la section 8.3 du présent chapitre portant sur le personnel administratif (page 231), j'indique le nombre d'enseignants réguliers par rapport au nombre d'administrateurs, agents de supervision, etc. Dans chaque cas, il est possible de calculer un ratio indiquant ce qui correspond à un ratio élèves/enseignant, étant donné que les agents de supervision et les administrateurs qui détiennent un certificat d'enseignement sont normalement classés comme "enseignants". Dans les Rapports annuels du ministre de l'Education (Education Statistics, Ontario), je n'ai pu retrouver de chiffres semblables. Par exemple, le Rapport de 1976 contient les statistiques du Tableau 8.1, dans lequel le personnel enseignant est classé selon les postes de travail, mais la note explicative du Tableau 5.45 (page 78) indique malheureusement que ces renseignements "provenant de sources différentes, ne peuvent servir que comme une indication de la répartition du personnel enseignant par postes". L'absence de données rigoureuses en une matière aussi importante m'étonne. Je fais donc la recommandation suivante:

> Que le ministre de l'Education prenne immédiatement des mesures pour s'assurer que les dossiers de la classification des emplois sont dûment remplis au ministère et que les résultats sont publiés chaque année.

Je recommande en outre:

> Que les ratios élèves/enseignant soient précisés pour chaque genre de tâche et calculés en se fondant sur les inscriptions au 30 septembre.

Comme les chiffres du Tableau 8.1 se rapprochent beaucoup de ceux de la section sur le personnel administratif, on peut vraisemblablement se fier aux résultats et aux conclusions indiqués.

Il ne faut cependant pas oublier que plusieurs fichiers avant servi aux calculs, certains chiffres ne concordent pas, même lorsqu'ils proviennent de la même source. Il se peut que les totaux des ordinateurs ne concordent pas en

TABLEAU 8.1

RÉPARTITION DU PERSONNEL ENSEIGNANT* PAR POSTES DE TRAVAIL, SEPTEMBRE 1976

Postes		Catégorie d'écoles				Ensemble des écoles
		Écoles publiques	Écoles séparées catholiques	Écoles élément-aires	Écoles secondaires	
Directeurs	Nbre.	2,513	1,228	3,741	599	4,340
	Ratio par élève	372.98	344.29	363.56	1023.46	454.64
Directeurs adjoints	Nbre.	1,171	317	1,488	821	2,309
	Ratio par élève	800.42	1333.73	914.04	746.72	854.54
Enseignants réguliers	Nbre.	33,315	14,259	47,574	26,035	73,609
	Ratio par élève	28.13	29.65	28.59	23.55	26.81
Chefs de section	Nbre.	345	95	440	7,000	7,440
	Ratio par élève	2716.79	4450.45	3091.10	87.58	265.21
Autres	Nbre.	3,319	1,759	5,078	1,651	6,729
	Ratio par élève	282.40	240.36	267.84	371.32	293.23
Total	Nbre.	40,663	17,658	58,321	36,106	94,427
	Ratio par élève	23.05	23.94	23.32	16.98	20.90
Effectifs au 30 semptembre 1976		937,292	422,793	1,360,085	613,055	1,973,140

* Personnel enseignant à temps plein et personnel à temps partiel ayant au moins 25 heures d'enseignement par semaine

Source: Rapport annuel du ministère de l'Education, Educational Statistics, Ontario, 1976. Tableau 5.45, p.78.

raison des écarts dans les données originelles. Rappelons aussi que des erreurs mineures dans les tableaux, notamment pour ce chapitre, dépendent de la source.

Les données du Tableau 8.1 devraient guérir quiconque s'intéresse à l'éducation de la mauvaise habitude, l'une des plus génératrices d'erreurs dans ce genre de statistiques, de calculer et d'utiliser un seul ratio élèves/enseignant. Pour montrer à quel point cette situation est absurde ou pourrait le devenir, j'ai calculé le ratio élèves du Tableau 8.1 pour chaque type de tâche séparément (sans me préoccuper de certaines combinaisons évidentes de postes). Les chiffres généralement rapportés et utilisés dans les négociations entre les enseignants et leurs employeurs sont ceux de la colonne "Total", avant-dernière ligne du tableau. Mais les personnes non averties, y compris la plupart des enseignants, croient que les ratios utilisés sont ceux de la ligne du milieu, à la rubrique "Enseignants réguliers", et les différences sont évidemment très grandes. Je ne serais pas surpris que le citoyen ordinaire soit fermement convaincu qu'au niveau secondaire, les enseignants ont des classes de 16,98 (disons 17) élèves, alors qu'une classe normale compte en moyenne 23,55 élèves. Pour les enseignants, cette différence de 6,6 élèves est très importante.

Du point de vue des effectifs scolaires, seules les écoles publiques ont enregistré une baisse constante depuis 1970, de sorte que nous devons examiner l'évolution de l'engagement du personnel pour voir comment il a pu être affecté par cette baisse. C'est pourquoi je présente dans le Tableau 8.2 un ensemble de statistiques semblables à celles du Tableau 8.1, mais pour les écoles publiques seulement, de 1972-1973 à 1977. On remarquera d'abord que durant cette période, le nombre d'élèves dans les écoles publiques est passé de 1 022 935 à 907 777, soit une perte de 15 158 élèves ou 11,26% en cinq ans (un peu plus de 2% par année). Malheureusement, jusqu'à maintenant, je n'ai pu trouver de données antérieures à 1972-1973. Mais pour ces dernières années, nous constatons que

(a) le pourcentage d'enseignants réguliers a diminué;

(b) le ratio élèves/enseignant régulier a généralement diminué au cours de cette période, sauf durant deux ans;

(c) le ratio élèves/enseignant a diminué sans interruption tout au long de cette période, passant de 24,18 à 22,38.

TABLEAU 8.2

RÉPARTITION DU PERSONNEL ENSEIGNANT DES ÉCOLES PUBLIQUES
PAR POSTES DE TRAVAIL, 1972-1977

Année	Effectifs en septembre		Postes					Ensemble des enseignants	Ratio élèves/ enseignant régulier	Ratio élèves/ enseignant
			Enseignants réguliers	Directeurs	Directeurs adjoints	Chefs de section et adjoints	Autres			
1972-73	1,022,935	Nombre	35,350	2,643	1,212	715	2,379	42,299		
		% du personnel	83.57	6.25	2.87	1.69	5.62	100.00	28.94	24.18
1973-74	998,668	Nombre	34,440	2,564	1,174	701	2,595	41,474		
		% du personnel	83.04	6.18	2.83	1.69	6.26	100.00	29.00	24.08
1974-75	977,545		34,514	2,569	1,157	759	2,333	41,332		
		% du personnel	83.50	6.22	2.80	1.84	5.64	100.00	28.32	23.65
1975(3)	961,625	Nombre	33,603	2,534	1,164	327	3,295	40,923		
		% du personnel	82.12	6.19	2.84	0.80	8.05	100.00	28.62	23.50
1976	937,292	Nombre	33,315	2,513	1,171	345	3,319	40,663		
		% du personnel	81.93	6.18	2.88	0.85	8.16	100.00	28.13	23.05
1977	907,777	Nombre	32,768	2,501	1,173	559(1)	3,558	40,559		
		% du personnel	80.79	6.17	2.89	1.38	8.77	100.00	27.70(2)	22.38(2)

(1) Nouveau classement au premier cycle du secondaire à North York.

(2) Le nombre moyen d'élèves par classe dans les écoles publiques pour notre échantillon, le 30 mai 1978, était de 27.98.

(3) Calculs effectués en fonction de l'année civile.

Source: Rapports annuel du ministère de l'Education, Education Statistics. Ces données sont tirées du tableau spécial "Répartition du personnel enseignant par postes de travail" et comprennent le personnel enseignant à temps plein et le personnel à templs partiel ayant au moins 25 heures d'enseignement par semaine

Il s'ensuit que la tâche a été vraisemblablement allégée non seulement pour les enseignants "réguliers", mais pour toutes les catégories d'enseignants, notamment ceux classés "autres".

En fait, ces ratios moyens, comme toutes les moyennes, peuvent induire en erreur. C'est pourquoi j'ai apprécié que les associations d'enseignants collaborent avec cette Commission dans la cueillette de renseignements sur le nombre d'élèves par classe analogues à ceux recueillis couramment en Angleterre et au pays de Galles. Le Nova Scotia Teachers' Union a collaboré au projet pilote de la cueillette de ces renseignements en Nouvelle-Ecosse. Nous disposons maintenant des mêmes renseignements pour les écoles élémentaires (sur une base d'échantillonnage) et les écoles secondaires de l'Ontario (grâce à la banque de données de l'OSSTF -- l'Ontario Secondary School Teachers' Federation).

La première série de chiffres du Tableau 8.3 indique, pour l'Angleterre et le pays de Galles, en janvier 1976, la répartition du nombre d'élèves par classes, par types d'écoles (primaires, intermédiaires et secondaires). La dernière rangée des Tableaux 29.2 et 22.3 indique respectivement le nombre moyen d'élèves par classe dans les écoles primaires, intermédiaires et secondaires. J'ai été étonné de constater qu'il y a un nombre élevé de classes nombreuses et que le nombre moyen d'élèves par classe au niveau élémentaire est de près de 30 élèves. Même les classes des écoles intermédiaires sont nombreuses, certaines comptant parfois 36 élèves ou plus. Au niveau secondaire, les classes sont moins nombreuses et vers la fin de l'échelle, elles sont visiblement peu nombreuses. On m'a signalé certaines classes de plus de 40 élèves, mais je préfère croire qu'il s'agit de classes jumelées pour une activité particulière.

Le Tableau 8.4 fournit les renseignements de base, ou plutôt une partie des renseignements contenus dans l'étude pilote de la Nouvelle-Ecosse. On remarque un certain nombre de classes relativement nombreuses, notamment au niveau élémentaire (jusqu'à la 6^{e} année), mais moins qu'en Angleterre et au pays de Galles. A partir des chiffres de la colonne "Fréq." (nombre d'élèves présents au moment de l'enquête -- il semble que les enseignants n'aient pas bien compris la signification de "Inscr."), la taille des classes moyennes s'établirait ainsi:

TABLEAU 8.3

RÉPARTITION DES CLASSES SELON LE NOMBRE D'ÉLÈVES PAR CLASSE
STATISTIQUES SUR LE NOMBRE D'ÉLÈVES PAR CLASSE
ANGLETERRE ET PAYS DE GALLES, JANVIER 1976

Nombre d'élèves par classe	Nombre de classes					
	Ecoles primaires subventionnées				Ecoles intermediaires subventionnées	Ecoles secondaires subventionnes
	Ecoles maternelles	Ecoles speciales	Autres	Ensemble des écoles primaires		
1 à 5	498	928	4,033	5,459	222	7,945
6-10					592	12,421
11-15					834	21,753
16-20	595	153	9,423	10,171	1,497	28,837
21-25	722	8	23,750	24,480	2,315	27,265
26-30	1,084	6	50,696	51,786	4,646	39,380
31-35	181	2	54,450	54,633	4,224	20,809
36-40	160	1	19,348	19,509	1,068	1,667
41 et plus	103	-	1,456	1,559	452	2,553
	3,343	1,098	163,156	167,597	15,850	162,630
	24.7	11.0	29.4	29.2	27.9	22.3

(1) Cote de 0.5 ttribuée aux élèves à temps partiel de moins de 5 ans.
Nombre total de classes: 346 077
Nombre moyen d'élèves par classe: 25.9

Source: Statistics of England and Wales, Education and Science Ministry

TABLEAU 8.4

NOUVELLE-ECOSSE: ÉTUDE SUR LE NOMBRE D'ÉLÈVES PAR CLASSE, 30 SEPTEMBRE 1977 (jour du dénombrement)

RÉPARTITION DES CLASSES SELON LE NOMBRE D'ÉLÈVES
(1er, 2e, 3e, 4e et dernière périodes de la journée)

Nbre. d'élèves par classe	Nombre de classes le 30 septembre							
	Ensemble des écoles		Ecoles élémentaires		Ecoles secondaires premier cycle		Ecoles secondaires deuxième cycle	
	Inscr.	Fréq.	Inscr.	Fréq.	Inscr.	Fréq.	Inscr.	Fréq.
1-5	408	444	337	360	50	54	21	30
6-10	585	748	289	308	170	247	126	193
11-15	2,110	2,471	636	777	949	1,118	525	576
16-20	4,732	5,705	2,611	3,100	1,254	1,399	867	1,206
21-25	9,740	10,841	6,257	6,658	1,818	2,273	1,665	1,910
26-30	10,535	9,276	5,534	4,946	3,155	2,901	1,846	1,429
31-35	3,718	2,654	1,751	1,379	1,436	962	531	313
36-40	461	246	202	153	186	80	73	13
41 & plus	179	164	141	127	22	15	16	22
Total	32,468	32,549	17,758	17,808	9,040	9,049	5,670	5,692

B. Pourcentage de classes

Nbre. d'élèves par classe	Pourcentage de classes le 30 septembre							
	Ensemble des écoles		Ecoles élémentaires		Ecoles secondaires premier cycle		Ecoles secondaires deuxième cycle	
	Inscr.	Fréq.	Inscr.	Fréq.	Inscr.	Fréq.	Inscr.	Fréq.
1-5	1.26%	1.36%	1.90%	2.02%	0.55%	0.60%	0.37%	0.53%
6-10	1.77	2.30	1.63	1.73	1.88	2.73	2.22	3.39
11-15	6.50	7.59	3.58	4.36	10.50	12.35	9.26	10.12
16-20	14.58	17.53	14.70	17.41	13.87	15.46	15.29	21.19
21-25	30.01	33.31	35.23	37.39	20.11	25.12	29.37	33.59
26-30	32.46	28.50	31.16	27.77	34.90	32.06	32.56	25.11
31-35	11.45	8.15	9.86	7.74	15.88	10.63	9.37	5.50
36-40	1.42	0.76	1.14	0.86	2.06	0.88	1.29	0.23
41 & plus	0.55	0.50	0.79	0.71	0.24	0.17	0.28	0.39
Total	100	100	100	100	100	100	100	100

Source: Document de travail n° 19, R. Lewis, Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario, 1978.

Type d'écoles	Nombre moyen d'élèves par classe
Ensemble des écoles	24,2
Ecoles élémentaires	24,3
Ecoles secondaires, cycle intermédiaire	24,8
Ecoles secondaires, cycle supérieur	23,2

Les moyennes, sauf pour le cycle supérieur des écoles secondaires, sont de beaucoup inférieures à celles de l'Angleterre et du pays de Galles.

Dans le cas de l'Ontario, nous avons pu obtenir immédiatement des fichiers centraux de l'OSSTF, des renseignements sur la taille des écoles au niveau secondaire au 30 septembre 1977, et un ensemble complet de tableaux et rapports, préparés pour cette Commission, qui seront publiés séparément. Mais j'ai présenté dans le Tableau 8.5 un résumé pour toutes les écoles secondaires, puis pour tous les conseils scolaires (grands, moyens et petits), car je pensais qu'il pourrait y avoir des écarts importants entre les conseils scolaires. Le Graphique 8.1 présente schématiquement les chiffres du Tableau 8.5, sauf ceux des écoles secondaires. Ces dernières comptent en moyenne 25,13 élèves par classe et la classe moyenne varie de 26,05 élèves pour les conseils scolaires importants à 24,05 élèves pour les petits conseils scolaires. Dans les conseils scolaires moyens, la classe moyenne compte 25,08 élèves, et celle des conseils scolaires de la région métropolitaine de Toronto, 24,78 élèves. Ces moyennes sont plus élevées qu'en Angleterre et au pays de Galles, et en Nouvelle-Ecosse. Un nombre singulièrement élevé de classes comptent plus de 31 élèves (18,9% des classes, soit près d'une classe sur cinq). La situation que révèle ce tableau est très éloignée de l'impression générale véhiculée par le ratio de 17 élèves par enseignant souvent cité pour les écoles secondaires. Près de 85% des classes comptent plus de 17 élèves. L'utilisation de ce ratio général, qui prête à confusion, devrait être abandonnée.

Taille des classes au niveau élémentaire

Le Tableau 8.6 indique les résultats d'un échantillonnage effectué pour cette Commission dans les écoles élémentaires, avec l'accord de l'Ontario Teachers' Federation. On remarque de nouveau qu'il y a un grand nombre de classes nombreuses et que la taille des classes moyennes (dernière rangée) diffère considérablement du ratio élèves/enseignant utilisé couramment. J'ai calculé, par exemple, le ratio élèves/enseignant en septembre 1977 à partir des chiffres suivants, extraits du Rapport du ministre.

TABLEAU 8.5

ÉCOLES SECONDAIRES DE L'ONTARIO, 30 SEPTEMBRE 1977
RÉPARTITION DES CLASSES (NOMBRE ET POURCENTAGE)
SELON LE NOMBRE D'ÉLÈVES PAR CLASSE ET L'IMPORTANCE DES CONSEILS SCOLAIRES

Nombre d'élèves par classe	Conseils scolaires 1 important Effectifs de 30,000 +		Conseils scolaires moyens Effectifs de 10,000 à 30,000		Conseils scolaires dont les effectifs sont inférieurs à 10,000		Conseils scolaires 2 métropolitains		Ensemble des conseils scolaires	
	Nombre	%	Nombre	%	Nombre	%	Nombre	%	Nombre	%
1-5	182	0.4	274	0.6	93	0.7	433	0.8	982	0.6
6-10	863	2.1	1,354	2.9	512	3.8	1,493	2.7	4,222	2.7
11-15	2,954	7.2	4,078	8.8	1,475	10.8	4,602	8.3	13,109	8.4
16-20	7,011	17.0	8,365	17.9	2,695	19.7	10,931	19.7	29,002	18.5
21-25	9,488	23.0	11,313	24.3	3,367	24.7	13,595	24.5	37,763	24.1
26-30	11,921	28.9	12,484	26.8	3,291	24.1	14,487	26.1	42,183	26.9
31-35	7,547	18.3	7,475	16.0	1,847	13.5	8,611	15.5	25,480	16.2
36-40	1,160	2.8	1,184	2.5	333	2.4	1,207	2.2	3,884	2.5
41 & plus	96	0.2	90	0.2	39	0.3	125	0.2	350	0.2
Total	41,222	100	46,617	100	13,652	100	55,484	100	156,975	100
Nombre moyen	26.05	-	25.08	-	24.05	-	24.78	-	25.13	-

Note: Dans 84.64 pour cent des cas, le nombre d'élèves par classe dépasse le ratio de 17.0 considéré généralement comme effectif.

1 Ne comprend pas les conseils scolaires de la région métropolitaine de Toronto et de quatre grandes villes.

2 Conseils scolaires de la région métropolitaine de Toronto et de quatre grandes villes.

Source: Etude effectuée par l'OSSTF.

GRAPHIQUE 8.1

REPARTITION (POURCENTAGE) DES CLASSES DES ECOLES SECONDAIRES DE L'ONTARIO
SELON LE NOMBRE D'ELEVES PAR CLASSE ET L'IMPORTANCE DES CONSEILS SCOLAIRES, 30 SEPTEMBRE 1977

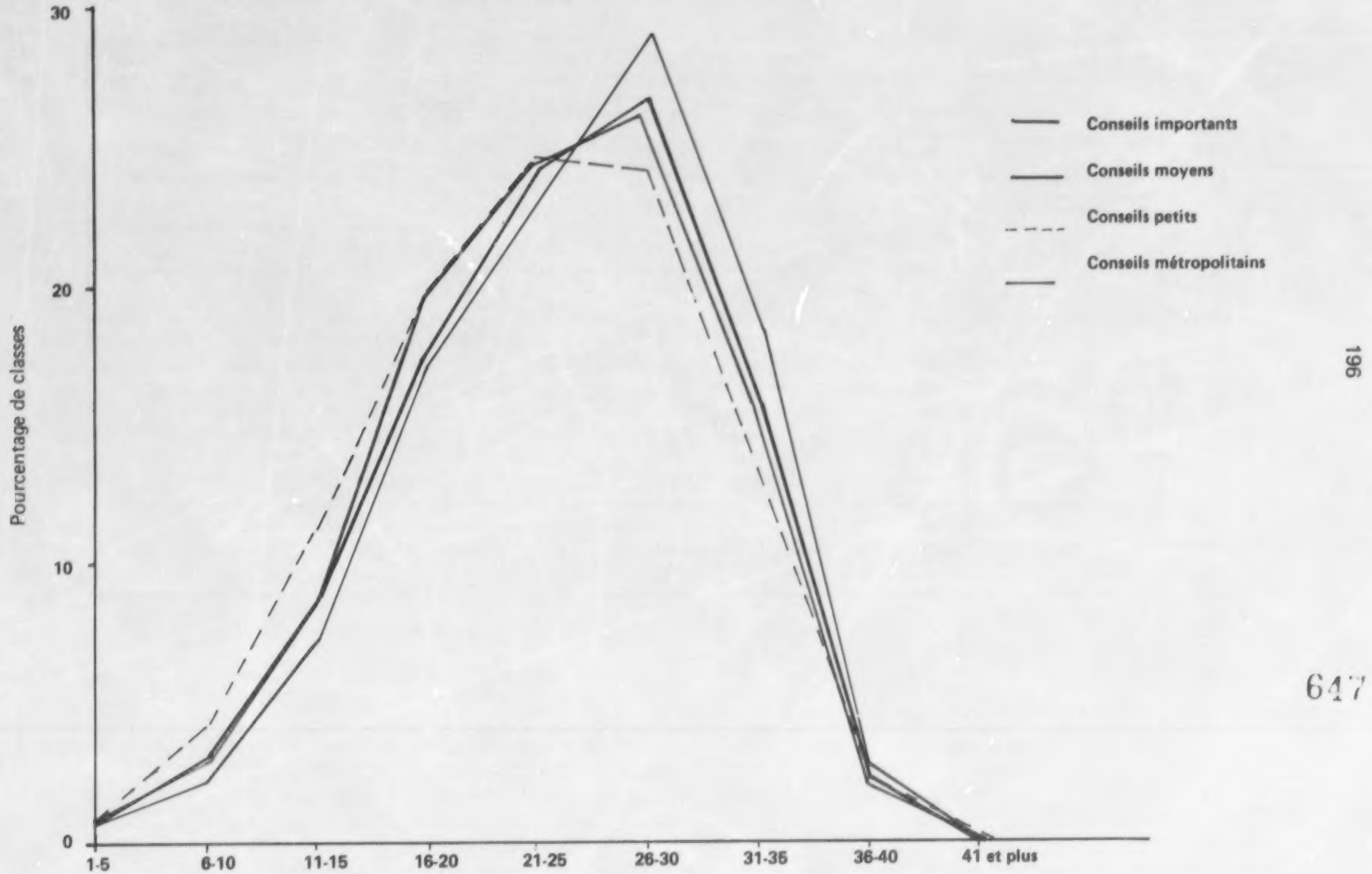

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TABLEAU 8.6

ÉCOLES ÉLÉMENTAIRES DE L'ONTARIO, 30 MAI 1978
RÉPARTITION DES CLASSES (NOMBRE ET POURCENTAGE)
SELON LE NOMBRE D'ÉLÈVES PAR CLASSE ET L'IMPORTANCE DES CONSEILS SCOLAIRES

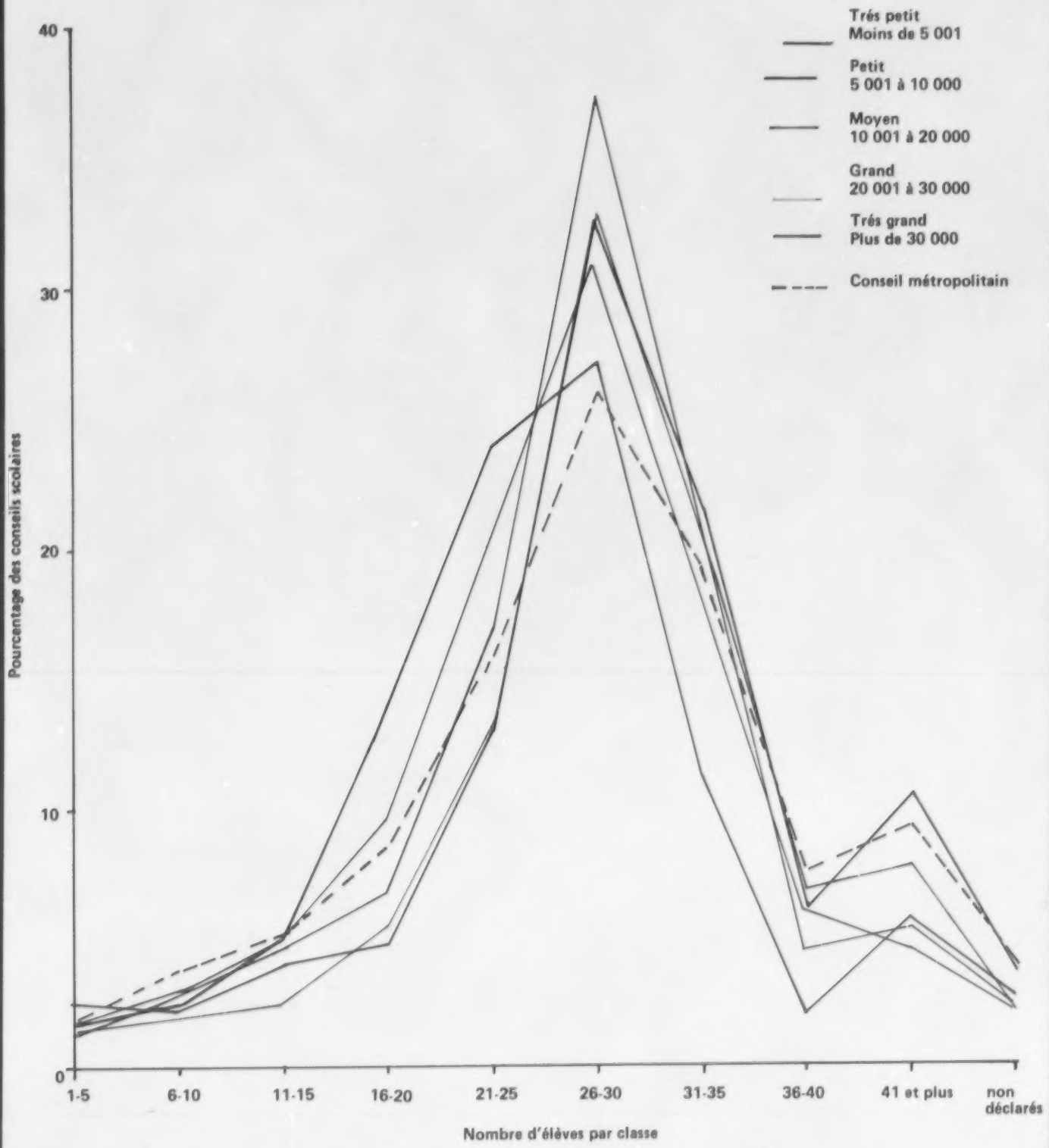
Nombre d'élèves par classe	Conseil scolaire										Conseils métropolitains		Ensemble des conseils scolaires[1]	
	Très grands		Grands		Moyens		Petits		Très petits					
	30,000 & plus		20,001 à 30,000		10,001 à 20,000		5,001 à 10,000		moins de 5,000					
	Nombre	%	Nombre	%	Nombre	%	Nombre	%	Nombre	%	Nombre	%	Nombre	%
1-5	17	2.4	20	2.0	13	1.0	21	1.7	18	2.1	32	1.8	121	1.8
6-10	16	2.3	23	2.4	33	2.5	36	2.8	25	2.9	66	3.7	199	2.9
11-15	27	3.9	30	3.1	54	4.2	60	4.9	46	5.4	92	5.1	309	4.5
16-20	33	4.7	59	6.0	86	6.6	116	9.4	122	14.3	151	8.4	567	8.3
21-25	89	12.7	136	13.9	216	16.6	251	20.4	207	24.3	283	15.7	1,182	17.3
26-30	227	32.5	323	33.1	481	37.1	378	30.7	235	27.6	466	25.9	2,110	30.7
31-35	150	21.5	203	20.8	263	20.3	219	17.8	100	11.7	344	19.1	1,279	18.6
36-40	42	6.0	73	7.5	56	4.3	73	5.9	21	2.5	133	7.4	398	5.8
41 & plus	73	10.4	82	8.4	68	5.2	54	4.4	52	6.1	166	9.2	495	7.2
Non déclarés	25	3.6	27	2.8	29	2.2	25	2.0	26	3.1	68	3.7	200	2.9
Total	699	100.0	976	100.0	1,299	100.0	1,233	100.0	852	100.0	1,801	100.0	6,860	100.0
Nombre moyen estimatif	28.91		28.70		27.92		27.09		25.38		28.10		27.76	

1 Exclut 25 cas non classés selon l'importance des conseils scolaires

Source: Etude effectuée par la Commission.

GRAPHIQUE 8.2

REPARTITION (POURCENTAGE) DES CLASSES DES ECOLES ELEMENTAIRES DE L'ONTARIO
SELON LE NOMBRE D'ELEVES PAR CLASSE ET L'IMPORTANCE DES CONSEILS SCOLAIRES, 30 SEPTEMBRE 1977



Ecoles élémentaires, 1977

	Ecoles publiques	Ecoles séparées	Total
Nombre d'enseignants (à plein temps seulement)	39,395	17,377	56,772
Effectifs	907,777	421,619	1,329,396
Ratio élèves/enseignant	23.04	24.26	23.42

Source: Education Statistics, Ontario, 1977, ministère de l'Education (Tableau 5.30, pp. 76-77).

Dans tous les tableaux sur la répartition de la taille des classes du niveau élémentaire[1], on remarque que la plupart des classes sont beaucoup plus nombreuses que le ratio élèves/enseignant ne le laisse croire (écoles publiques: 23,04; écoles séparées catholiques: 24,26). Il est encore plus frappant de constater que près de 4 enseignants des écoles publiques sur 5 ont des classes dont le nombre d'élèves dépasse le ratio. Pour les classes nombreuses seulement, le Tableau 8.7 indique que 679 enseignants des écoles publiques (13,8%) ont des classes de 36 élèves ou plus et 1 581 (32,2%, soit près d'un enseignant sur trois), 31 élèves ou plus. Le Tableau 8.8 fournit les mêmes renseignements pour les écoles séparées, et le Tableau 8.6 donne les chiffres correspondants, soit 893 (13,0%) et 2 172 (31,7%) dans le cas des écoles élémentaires publiques et séparées.

Il est évident qu'au niveau élémentaire comme au niveau secondaire, bien des classes sont trop nombreuses. Elles devront être ramenées à une taille qui favorise l'enseignement individualisé. Ce problème doit être abordé directement, et non pas par le biais d'un ratio "général" élèves/enseignant.

Je fais donc la recommandation suivante:

Dans leurs négociations avec les conseils scolaires, que les associations d'enseignants visent d'abord l'élimination des classes nombreuses. A cette fin, les négociations porteront non pas sur des diminutions du ratio moyen élèves/enseignant, mais sur la taille des classes des niveaux élémentaire et secondaire, qui sera reconsidérée chaque année, et sur un nombre maximum d'élèves.

[1] Un rapport détaillé sur les différents facteurs de la taille des classes des écoles élémentaires sera publié séparément.

TABLEAU 8.7

NOMBRE D'ÉLÈVES PAR CLASSE DANS LES ÉCOLES PUBLIQUES DE L'ONTARIO, PAR REGION, 30 MAI 1978 (1)

Nombre d'élèves par classe	Régions									Ensemble des régions
	Centre	Est	Centre-nord	Centre-ouest	Nord-est	Niagara	Nord-ouest	Ottawa	Ouest	
01 à 05	35 1.8%	6 1.5%	2 1.2%	10 1.6%	3 1.9%	10 2.1%	5 3.0%	13 3.3%	7 1.2%	91 1.9%
06 à 10	71 3.6	11 2.8	5 2.9	12 1.9	5 3.1	12 2.6	4 2.4	11 2.8	12 2.1	143 2.9
11 à 15	82 4.2	15 3.8	11 6.4	32 5.2	6 3.8	24 5.1	14 8.5	18 4.5	24 4.3	226 4.6
16 à 20	146 7.4	25 6.3	18 10.4	40 6.5	21 13.1	29 6.2	21 12.8	29 7.3	37 6.6	366 7.4
21 à 25	282 14.3	81 20.3	34 19.6	87 14.1	42 26.3	75 16.1	40 24.4	68 17.2	97 17.2	806 16.4
26 à 30	549 27.8	157 39.2	56 32.3	244 39.4	41 25.5	159 34.0	47 28.8	109 27.5	208 36.9	1,570 31.9
31 à 35	384 19.4	66 16.5	28 16.2	106 17.1	22 13.8	103 22.1	18 11.0	70 17.7	105 18.8	902 18.4
36 à 40	141 7.1	18 4.5	6 3.5	34 5.5	4 2.5	15 3.2	5 3.0	38 9.6	39 6.9	300 6.1
41 & plus	214 10.8	13 3.3	8 4.6	38 6.1	16 10.0	28 6.0	8 4.9	29 7.3	25 4.4	379 7.7
Non déclarés	71 3.6	7 1.8	5 2.9	16 2.6	0 0.0	12 2.6	2 1.2	11 2.8	9 1.6	133 2.7
Total	1,975 100.0	399 100.0	173 100.0	619 100.0	160 100.0	467 100.0	164 100.0	396 100.0	563 100.0	4,916 100.0

(1) A cette date, il n'y avait que six régions, mais l'analyse a été effectuée sur la base des neuf régions de l'année précédente.

Source: Etude effectuée par la Commission.

TABLEAU 8.8

NOMBRE D'ÉLÈVES PAR CLASSE DANS LES ÉCOLES SÉPARÉES CATHOLIQUES DE L'ONTARIO, PAR RÉGION, 30 MAI 1978 (1)

Nombre d'élèves par classe	Régions									Ensemble des régions
	Centre	Est	Centre-nord	Centre-ouest	Nord-est	Niagara	Nord-ouest	Ottawa	Ouest	
01 à 05	11 1.8%	2 3.4%	2 2.5%	4 2.1%	2 1.4%	2 0.8%	3 3.4%	3 1.0%	2 0.9%	31 1.6%
06 à 10	15 2.5	2 3.4	2 2.5	7 3.7	5 3.5	10 3.9	1 1.1	8 2.8	5 2.2	55 2.8
11 à 15	24 3.9	2 3.4	2 2.5	7 3.7	8 5.7	9 3.5	3 3.4	18 6.3	6 2.6	79 4.1
16 à 20	41 6.7	2 3.4	11 13.8	26 13.8	18 12.8	22 8.7	9 10.2	49 17.1	25 10.9	203 10.5
21 à 25	91 14.9	13 22.5	22 27.5	32 16.9	35 24.8	62 24.4	19 21.6	82 28.8	28 12.2	384 19.8
26 à 30	157 25.7	21 36.3	22 27.5	52 27.5	39 27.7	76 29.9	19 21.6	69 24.1	72 31.5	527 27.3
31 à 35	165 27.1	9 15.5	14 17.4	31 16.4	15 10.6	36 14.2	13 14.9	28 9.8	65 28.4	376 19.4
36 à 40	47 7.7	1 1.7	0 0.0	3 1.6	5 3.5	19 7.5	3 3.4	8 2.8	11 4.8	97 5.0
41 & plus	34 5.6	3 5.2	2 2.5	20 10.6	8 5.7	14 5.5	14 15.9	12 4.2	9 3.9	116 6.0
Non déclarés	25 4.1	3 5.2	3 3.8	7 3.7	6 4.3	4 1.6	4 4.5	9 3.1	6 2.6	67 3.5
Total	610 100.0	58 100.0	80 100.0	189 100.0	141 100.0	254 100.0	88 100.0	286 100.0	229 100.0	1,935 100.0

(1) A cette date, il n'y avait que six régions, mais l'analyse a été effectuée sur la base des neuf régions de l'année précédente.

Source: Etude effectuée par la Commission.

Je recommande aussi:

Qu'aucune négociation ne soit entreprise par les enseignants ou par les conseils scolaires sur la seule base du ratio élèves/enseignant.

Les besoins en personnel doivent être déterminés directement à la lumière des besoins, et non par le biais de l'application rigide d'une formule. J'ai tenté d'évaluer les coûts de ces recommandations, mais cela demande une connaissance -- que je n'ai pas -- des situations particulières. Cependant, il semble probable que pour l'ensemble de la province, les coûts supplémentaires ne seraient que légèrement supérieurs aux économies résultant de la baisse de la population scolaire.

8.2 Personnel enseignant

J'ai analysé séparément le cas des enseignants des écoles élémentaires et secondaires, en raison surtout des grandes différences qui existent dans les qualifications et les salaires. Dans le nouveau système de délivrance des certificats, cela ne serait évidemment pas nécessaire quant aux certificats d'enseignement de base, mais pendant plusieurs années encore, les documents connexes qui accompagneront chacun de ces certificats continueront de faire une nette distinction entre les deux groupes d'enseignants quant à leurs qualifications scolaires et professionnelles.

Avant d'aborder la question de la demande future, il peut être utile de faire une rétrospective des années 1966 à 1978. Rappelons que la clientèle des écoles élémentaires a commencé à diminuer vers 1971, mais que les effets de cette baisse ne se feront pas sentir dans les écoles secondaires avant 1979, sauf dans le cas de quelques conseils scolaires. Les changements apparents dans les taux de passage au niveau secondaire pourraient se traduire par une diminution du nombre d'élèves à compter de septembre prochain, mais nous devrons attendre au printemps prochain pour connaître le nombre d'élèves inscrits au 30 septembre 1978 dans l'ensemble de la province.

Les données fondamentales sur la situation de l'emploi au niveau secondaire apparaissent dans le Tableau 8.9, qui indique le nombre et le pourcentage, par âge et par sexe, des enseignants des écoles secondaires, de 1966 à 1978. Le

TABLEAU 8.9

RÉPARTITION DES ENSEIGNANTS DES ÉCOLES SECONDAIRES DE L'ONTARIO SELON LE SEXE ET L'ÂGE

1966-1978

Année	Sexe	AGE																														TOTAL	
		20 et moins		21-24		25-29		30-34		35-39		40-44		45-49		50-54		55		56		57		58		59		60		61		62		63		64		65 et plus			
		NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
1966-67	HOMMES	0	0.0	1202	7.6	3941	24.9	3223	20.4	2385	15.1	1784	11.3	1204	7.6	1014	6.4	140	0.9	146	0.9	136	0.9	171	1.1	133	0.8	108	0.7	79	0.5	57	0.4	43	0.3	29	0.2	19	0.1	15814	100.0
	FEMMES	14	0.2	1856	24.6	1749	23.4	676	9.0	629	8.4	586	7.8	618	8.3	584	7.9	109	1.5	119	1.6	110	1.5	93	1.2	93	1.2	71	0.9	56	0.7	39	0.5	32	0.4	32	0.4	13	0.2	7489	100.0
	TOTAL	14	0.1	3058	13.1	5690	24.4	3899	16.7	3014	12.9	2370	10.2	1822	7.8	1608	6.9	249	1.1	265	1.1	246	1.1	264	1.1	226	1.0	179	0.8	135	0.6	96	0.4	75	0.3	61	0.3	32	0.1	23303	100.0
1967-68	HOMMES	8	0.0	1592	8.6	4672	25.3	3725	20.1	2810	15.2	2035	11.0	1433	7.8	1060	5.7	183	1.0	138	0.7	155	0.8	131	0.7	165	0.9	129	0.7	91	0.5	58	0.3	45	0.2	31	0.2	26	0.1	18487	100.0
	FEMMES	32	0.3	2627	28.5	2209	24.0	806	8.8	745	8.1	671	7.3	668	7.3	663	6.9	118	1.3	105	1.1	116	1.3	105	1.1	90	1.0	90	1.0	61	0.7	45	0.5	29	0.3	25	0.3	27	0.3	9234	100.0
	TOTAL	40	0.1	4219	15.2	6881	24.8	4531	16.3	3555	12.8	2706	9.8	2101	7.6	1723	6.2	301	1.1	243	0.9	271	1.0	236	0.9	255	0.9	219	0.8	152	0.5	103	0.4	74	0.3	56	0.2	53	0.2	27721	100.0
1968-69	HOMMES	1	0.0	1797	8.8	5092	25.0	4233	20.8	3064	15.0	2217	10.9	1622	8.0	1057	5.2	223	1.1	185	0.9	138	0.7	146	0.7	130	0.6	152	0.7	117	0.6	76	0.4	54	0.3	46	0.2	33	0.2	20383	100.0
	FEMMES	13	0.3	2716	27.5	2554	25.9	908	9.2	756	7.7	727	7.4	703	7.1	647	6.6	102	1.0	114	1.2	106	1.1	111	1.1	106	1.1	87	0.9	76	0.8	49	0.5	36	0.4	20	0.2	19	0.2	9870	100.0
	TOTAL	14	0.1	4513	14.9	7646	25.3	5141	17.0	3820	12.6	2944	9.7	2325	7.7	1704	5.6	325	1.1	299	0.7	244	0.8	257	0.8	236	0.8	239	0.8	193	0.6	125	0.4	90	0.3	66	0.2	52	0.2	30253	100.0
1969-70	HOMMES	4	0.0	1371	6.5	5355	25.3	4624	21.8	3295	15.6	2330	11.0	1777	8.4	1078	5.1	217	1.0	215	1.0	173	0.8	130	0.6	138	0.7	119	0.6	133	0.6	86	0.4	58	0.3	42	0.2	31	0.1	21181	100.0
	FEMMES	13	0.1	2269	22.7	2915	29.2	1011	10.1	759	7.6	779	7.8	730	7.3	641	6.4	126	1.3	106	1.1	116	1.2	100	1.0	102	1.0	88	0.9	75	0.8	61	0.6	38	0.4	29	0.3	17	0.2	9975	100.0
	TOTAL	17	0.1	3640	11.7	8270	26.5	5635	18.1	4057	13.0	3109	10.0	2507	8.0	1719	5.5	343	1.1	321	1.0	289	0.9	230	0.7	240	0.8	207	0.7	208	0.7	149	0.5	96	0.3	71	0.2	48	0.2	31156	100.0
1970-71	HOMMES	2	0.0	972	4.1	5114	24.3	4749	22.6	3369	16.0	2492	11.9	1882	9.0	1128	5.4	193	0.9	206	1.0	204	1.0	170	0.8	122	0.6	137	0.7	109	0.5	113	0.5	66	0.3	45	0.2	41	0.2	21014	100.0
	FEMMES	5	0.1	1797	18.9	2961	31.2	1015	10.7	815	7.4	793	8.4	724	7.6	632	6.7	125	1.3	116	1.2	97	1.0	109	1.1	94	1.0	95	1.0	72	0.8	61	0.6	47	0.5	28	0.3	20	0.2	9494	100.0
	TOTAL	7	0.0	2769	8.7	8075	26.5	5764	18.9	4074	13.4	3285	10.8	2606	8.5	1760	5.8	318	1.0	324	1.1	301	1.0	279	0.9	216	0.1	232	0.8	179	0.6	174	0.6	113	0.4	73	0.2	61	0.2	30508	100.0
1971-72	HOMMES	1	0.0	857	3.1	4872	22.6	5192	24.1	3655	17.0	2728	12.7	1998	9.3	1255	5.8	201	0.9	190	0.9	201	0.9	199	0.9	157	0.7	100	0.5	108	0.5	81	0.4	74	0.3	49	0.2	29	0.1	21547	100.0
	FEMMES	2	0.0	1176	12.1	1985	20.5	1190	12.4	806	8.1	820	8.5	712	7.4	656	6.8	113	1.2	122	1.3	116	1.2	101	1.1	92	1.0	77	0.8	76	0.8	58	0.6	46	0.5	33	0.3	20	0.2	9596	100.0
	TOTAL	3	0.0	1633	5.3	6952	26.5	6382	20.5	4461	14.3	3548	11.4	2710	8.7	1911	6.1	314	1.0	312	1.0	317	1.0	300	1.0	249	0.8	177	0.6	184	0.6	139	0.4	120	0.4	82	0.3	49	0.2	31143	100.0
1972-73	HOMMES	1	0.0	741	3.1	4143	19.6	5290	25.1	3796	18.0	2870	13.6	2044	9.7	1403	6.7	175	0.8	195	0.9	175	0.8	183	0.9	164	0.8	135	0.6	73	0.3	66	0.3	60	0.3	51	0.2	20	0.1	21085	100.0
	FEMMES	3	0.0	557	6.4	1196	13.8	1288	14.8	768	8.9	772	8.9	702	8.1	633	7.3	108	1.2	108	1.2	111	1.3	98	1.1	73	0.8	72	0.8	53	0.6	51	0.6	37	0.4	31	0.4	15	0.2	8674	100.0
	TOTAL	4	0.1	798	2.3	5339	24.7	6578	22.1	4564	15.1	3642	12.2	2746	9.2	2036	6.8	283	1.3	303	1.0	286	1.0	281	0.9	237	0.8	207	0.7	126	0.4	117	0.4	97	0.3	82	0.3	35	0.1	29579	100.0
1973-74	HOMMES	1	0.0	203	0.9	4211	18.8	5698	25.3	4296	19.1	3061	13.6	2197	9.8	1571	7.0	208	0.9	173	0.8	187	0.8	164	0.7	158	0.7	127	0.6	87	0.4	55	0.2	48	0.2	36	0.2	17	0.1	22518	100.0
	FEMMES	7	0.1	525	5.6	3500	37.2	1564	16.6	858	9.1	819	8.7	726	7.7	665	7.1	111	1.2	103	1.1	99	1.1	100	1.1	90	1.0	60	0.6	56	0.6	37	0.4	38	0.4	26	0.3	13	0.1	9397	100.0
	TOTAL	8	0.0	728	2.3	7711	24.7	7262	22.8	5154	16.1	3880	12.2	2923	9.2	2236	7.2	319	1.0	276	0.9	286	0.9	264	0.8	248	0.8	187	0.6	143	0.4	92	0.3	86	0.3	62	0.2	30	0.1	31915	100.0
1974-75	HOMMES	1	0.0	67	0.3	3211	14.6	5622	25.6	4520	20.6	3212	14.7	2236	10.2	1713	7.8	238	1.1	197	0.9	160	0.7	171	0.8	145	0.7	141	0.6	108	0.5	68	0.3	47	0.2	44	0.2	18	0.1	21919	100.0
	FEMMES	3	0.0	271	2.5	2963	33.7	1764	20.1	897	10.2	780	8.9	763	8.7	669	7.6	111	1.3	105	1.2	88	1.0	90	1.0	87	1.0	84	1.0	53	0.6	45	0.5	28	0.3	31	0.4	15	0.2	8797	100.0
	TOTAL	4	0.0	338	0.9	6174	20.1	7386	24.0	5417	17.6	3992	13.0	2999	9.8	2382	7.8	349	1.1	302	1.0	248	0.8	261	0.8	232	0.8	225	0.7	161	0.5	113	0.4	75	0.2	75	0.2	33	0.1	30716	100.0
1975-76	HOMMES	0	0.0	53	0.2	2362	11.0	5431	25.1	4760	22.0	3321	15.3	2430	11.2	1818	8.4	264	1.2	232	1.1	194	0.9	149	0.7	158	0.7	125	0.6	123	0.6	89	0.4	55	0.3	39	0.2	21	0.1	21645	100.0
	FEMMES	2	0.0	133	1.6	2433	28.7	1961	23.1	969	11.4	768	9.1	803	9.5	660	7.8	109	1.3	109	1.3	95	1.1	78	0.9	80	0.9	79	0.9	69	0.8	47	0.6	38	0.4	24	0.3	18	0.2	8475	100.0
	TOTAL	3	0.0	186	0.6	4815	16.0	7392	24.5	5729	19.0	4089	13.6	3233	10.7	2478	8.2	373	1.2	341	1.1	289	1.0	227	0.8	238	0.8	204	0.7	192	0.6	136	0.5	93	0.3	63	0.2	39	0.1	30120	100.0
1976-77	HOMMES	1	0.0	169	0.7	2574	10.9	5619	24.2	5120	22.0	3609	15.5	2666	11.5	1915	8.2	310	1.3	249	1.1	227	1.0	189	0.8	144	0.6	138	0.6	103	0.4	108	0.5	68	0.3	42	0.2	19	0.1	23220	100.0
	FEMMES	6	0.1	308	3.2	2555	26.4	2428	25.1	1178	12.2	895	9.3	843	8.7	663	6.9	136	1.4	106	1.1	102	1.1	93	1.0	76	0.8	68	0.7	69	0.7	52	0.5	39	0.4	26	0.3	17	0.2	9660	100.0
	TOTAL	7	0.0	477	1.5	5079	15.4	8047	24.5	6298	19.2	4504	13.7	3509	10.7	2578	7.8	446	1.4	355	1.1	329	1.0	282	0.9	220	0.7	206	0.6	172	0.5	160	0.5	107	0.3	68	0.2	36	0.1	32880	100.0
1977-78	HOMMES	1	0.0	85	0.4	1808	7.9	5295	23.1	5394	23.5	3788	16.5	2860	12.5	1982	8.6	339	1.5	295	1.3	229	1.0	208	0.9	164	0.7	117	0.5	119	0.5	85	0.4	83	0.4	57	0.2	19	0.1	22928	100.0
	FEMMES	4	0.1	196	2.0	1978	21.1	2644	28.4	1328	14.3	869	9.3	854	9.2	682	7.3	116	1.2	127	1.4	89	1.0	86	0.9	77	0.8	62	0.7	62	0.7	57	0.6	39	0.4	27	0.3	12	0.1	9301	100.0
	TOTAL	5	0.0	271	0.8	3786	11.7	7939	24.6	6722	20.9	4657	14.4	3714	11.5	2664	8.3	445	1.4	422	1.3	318	1.0	294	0.9	241	0.7	179	0.6	181	0.6	142	0.4	122	0.4	84	0.3	31	0.1	32229	100.0

Source: Dossiers informatiques annuels de l'OSSTF.

tableau présente ces renseignements séparément pour chacun des âges entre 55 et 65 ans, puis regroupe les 65 ans et plus (les autres sections sont divisées par groupe d'âges de cinq ans). Nous avons agi ainsi délibérément, comme on peut s'y attendre, car l'un des moyens de soulager les enseignants (leur éviter d'être déclarés surnuméraires ou excédentaires -- mots horribles qui cachent une réalité non moins horrible) au cours des dix prochaines années est d'encourager la retraite anticipée, par l'abandon du travail ou le travail à temps partiel. Ces chiffres donnent une bonne idée de l'incidence de la retraite anticipée sur la situation de l'emploi, mesure que j'entends appuyer par certaines recommandations. Comme je l'ai indiqué dans mon deuxième rapport préliminaire, j'ai commandé deux études (Documents de travail n° 7 et n° 26) sur la caisse de retraite des enseignants, pour être en mesure d'en évaluer moi-même la stabilité et la solidité actuarielles et juger jusqu'à quel point il pouvait être fondé de préconiser la retraite anticipée. Je n'aurais pas accepté de mettre cette solidité en danger à long terme pour régler un problème à court terme, en préconisant la retraite anticipée ou la retraite partielle, même si ces mesures peuvent sembler séduisantes. Mes études m'ont révélé que cette caisse est non seulement la plus saine de la province, mais que les enseignants actuels n'ont rien à craindre pour leurs pensions, de sorte que l'adoption d'un régime de retraite anticipée permettrait d'embaucher un plus grand nombre d'enseignants plus jeunes, dont les cotisations viendraient grossir la caisse. Comme nous l'expliquerons un peu plus loin, si l'on avait davantage recours au facteur 90 pour la retraite et si les pensions étaient versées sous forme de rentes annuelles, la retraite anticipée représenterait un soulagement de taille, notamment au niveau secondaire.

Le Tableau 8.10 fournit des renseignements sur l'incidence du facteur 90 sur les écoles secondaires. Nous verrons plus loin une ventilation plus complète et plus utile, par sexe, des enseignants qui ont plus de neuf ans d'expérience, le nombre et le pourcentage différant sensiblement selon le sexe. Les données du Tableau 8.10 reflètent naturellement la répartition par groupes d'âge du Tableau 8.9, et il va de soi que plus tard, un grand nombre d'enseignants prendront leur retraite à des périodes successives rapprochées, ce qui reflète la baisse de la natalité.

Les Tableaux 8.11, 8.12, 8.13 et 8.14 fournissent des données additionnelles sur les enseignants des écoles secondaires: sexe et qualifications, sexe et grades,

TABLEAU 8.10

RÉPARTITION DES ENSEIGNANTS DES ÉCOLES SECONDAIRES DE L'ONTARIO SELON LE SEXE ET LES ANNES D'EXPERIENCE

1966-1978

Année	Sexe	Années d'expérience																		Total	
		0		1		2		3		4		5		6		7		8		9 et plus			
		N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%
1966-67	Hommes	2707	16.2	2172	13.0	1625	9.7	1698	10.1	1409	8.4	910	5.4	752	4.5	724	4.3	573	3.4	4168	24.9	16738	100.0
	Femmes	2015	24.0	1428	17.0	1007	12.0	823	9.8	532	6.3	377	4.5	251	3.0	220	2.6	209	2.5	1540	18.3	8402	100.0
	Total	4722	18.8	3600	14.3	2632	10.5	2521	10.0	1941	7.7	1287	5.1	1003	4.0	944	3.8	782	3.1	5708	22.7	25140	100.0
1967-68	Hommes	3028	16.2	2365	12.6	2010	10.7	1520	8.1	1619	8.6	1363	7.3	890	4.8	736	3.9	697	3.7	4502	24.0	18730	100.0
	Femmes	2144	22.8	1659	17.6	1216	12.9	867	9.2	692	7.4	474	5.0	298	3.2	223	2.4	208	2.2	1624	17.3	9405	100.0
	Total	5172	18.4	4024	14.3	3226	11.5	2387	8.5	2311	8.2	1837	6.5	1188	4.2	959	3.4	905	3.2	6126	21.4	28135	100.1
1968-69	Hommes	2924	14.2	2683	13.1	2155	10.5	1886	9.2	1450	7.1	1556	7.6	1314	6.4	864	4.2	712	3.5	4996	24.3	20540	100.0
	Femmes	2014	20.0	1779	17.6	1408	14.0	1056	10.5	705	7.0	568	5.6	430	4.3	261	2.6	197	2.0	1675	16.6	10093	100.0
	Total	4938	16.1	4462	14.6	3563	11.6	2942	9.6	2155	7.0	2124	6.9	1744	5.7	1125	3.7	909	3.0	6671	21.8	30633	100.0
1969-70	Hommes	2789	12.6	2628	11.9	2493	11.2	2036	9.2	1803	8.1	1397	6.3	1517	6.8	1270	5.7	839	3.8	5401	24.4	22173	100.0
	Femmes	2003	18.5	1749	16.1	1540	14.2	1170	10.8	898	8.3	602	5.6	509	4.7	382	3.5	242	2.2	1738	16.0	10833	100.0
	Total	4792	14.5	4377	13.3	4033	12.2	3206	9.7	2701	8.2	1999	6.1	2026	6.1	1652	5.0	1081	3.3	7139	21.6	33006	100.0
1970-71	Hommes	1989	8.7	2311	10.1	2427	10.6	2340	10.2	1940	8.5	1745	7.6	1366	6.0	1479	6.5	1240	5.4	6011	26.3	22848	100.0
	Femmes	1724	15.6	1553	14.1	1515	13.8	1329	12.1	1005	9.1	766	7.0	517	4.7	454	4.1	342	3.1	1812	16.4	11017	100.0
	Total	3713	11.0	3864	11.4	3942	11.6	3669	10.8	2945	8.7	2511	7.4	1883	5.6	1933	5.7	1582	4.7	7823	23.1	33865	100.0
1971-72	Hommes	1608	6.9	1745	7.5	2061	8.8	2344	10.0	2253	9.6	1909	8.2	1701	7.3	1337	5.7	1456	6.2	6959	29.8	23373	100.0
	Femmes	1380	12.3	1531	13.6	1303	11.6	1377	12.3	1180	10.5	890	7.9	694	6.2	469	4.2	423	3.8	1993	17.7	11240	100.0
	Total	2988	8.6	3276	9.5	3364	9.7	3721	10.8	3433	9.9	2799	8.1	2395	6.9	1806	5.2	1879	5.4	8952	25.9	34613	100.0
1972-73	Hommes	2583	11.0	94	0.4	1686	7.2	1975	8.4	2229	9.5	2170	9.2	1838	7.8	1667	7.1	1306	5.5	7997	34.0	23545	100.0
	Femmes	2096	19.4	80	0.7	1351	12.5	1133	10.5	1200	11.1	1009	9.4	768	7.1	590	5.5	423	3.9	2128	19.7	10778	100.0
	Total	4679	13.6	174	0.5	3037	8.8	3108	9.1	3429	10.0	3179	9.3	2606	7.6	2257	6.6	1729	5.0	10125	29.5	34323	100.0
1973-74	Hommes	945	4.0	1303	5.5	1170	5.0	1600	6.8	1872	7.9	2173	9.2	2126	9.0	1804	7.6	1651	7.0	8970	38.0	23614	100.0
	Femmes	820	7.8	1004	9.5	964	9.2	1182	11.2	1015	9.6	1042	9.9	904	8.6	704	6.7	538	5.1	2350	22.3	10523	100.0
	Total	1765	5.2	2307	6.8	2134	6.3	2782	8.1	2887	8.5	3215	9.4	3030	8.9	2508	7.3	2189	6.4	11320	33.2	34137	100.0
1974-75	Hommes	1123	4.7	850	3.6	1210	5.1	1098	4.6	1546	6.5	1788	7.5	2083	8.7	2050	8.6	1763	7.4	10295	43.2	23806	100.0
	Femmes	1039	9.8	714	6.7	914	8.6	864	8.2	1069	10.1	941	8.9	926	8.7	831	7.8	633	6.0	2669	25.2	10600	100.0
	Total	2162	6.3	1564	4.5	2124	6.2	1962	5.7	2615	7.6	2729	7.9	3009	8.7	2881	8.4	2396	7.0	12964	37.7	34406	100.0
1975-76	Hommes	1221	5.0	1087	4.5	823	3.4	1167	4.8	1088	4.5	1491	6.1	1748	7.2	2040	8.4	2004	8.2	11730	48.1	24399	100.0
	Femmes	1137	10.3	973	8.8	644	5.8	853	7.7	814	7.4	978	8.9	881	8.0	846	7.7	769	7.0	3116	28.3	11011	100.0
	Total	2358	6.7	2060	5.8	1467	4.1	2020	5.7	1902	5.4	2469	7.0	2629	7.4	2886	8.2	2773	7.8	14846	41.9	35410	100.0
1976-77	Hommes	1149	4.6	1101	4.4	1006	4.1	822	3.3	1138	4.6	1070	4.3	1462	5.9	1708	6.9	2003	8.1	13373	53.9	24832	100.0
	Femmes	1055	9.4	980	8.7	902	8.0	601	5.3	792	7.0	754	6.7	921	8.2	813	7.2	793	7.0	3645	32.4	11256	100.0
	Total	2204	6.1	2081	5.8	1908	5.3	1423	3.9	1930	5.3	1824	5.1	2383	6.6	2521	7.0	2796	7.7	17018	47.2	36088	100.0
1977-78	Hommes	835	3.3	1020	4.1	1046	4.2	970	3.9	809	3.2	1123	4.5	1064	4.3	1446	5.8	1682	6.7	15033	60.1	25028	100.0
	Femmes	784	6.9	934	8.2	902	8.0	853	7.5	575	5.1	760	6.7	715	6.3	859	7.6	773	6.8	4171	36.8	11326	100.0
	Total	1619	4.5	1954	5.4	1948	5.4	1823	5.0	1384	3.8	1883	5.2	1779	4.9	2305	6.3	2455	6.8	19204	52.8	36354	100.0

Source: Dossiers informatiques annuels de l'OSSTF.

TABLEAU 8.11

RÉPARTITION DES ENSEIGNANTS DES ÉCOLES SECONDAIRES DE L'ONTARIO SELON LE SEXE ET LES QUALIFICATIONS
1966-1978

Année	Sexe	Catégorie										Total	
		0 (1)		1		2		3		4			
		N.	%	N.	%	N.	%	N.	%	N.	%	N.	%
1966-67	Hommes	4,666	27.9	3,372	20.1	2,734	16.3	2,374	14.2	3,289	21.4	16,735	100.0
	Femmes	3,517	41.9	1,597	19.0	1,220	14.5	737	8.8	1,331	15.8	8,402	100.0
	Total	8,183	33.9	4,969	20.6	3,954	16.4	3,111	12.9	3,920	16.4	24,137	100.0
1967-68	Hommes	6,212	33.2	3,133	16.7	2,840	15.2	2,664	14.2	3,878	20.7	18,727	100.0
	Femmes	4,542	48.3	1,357	14.4	1,339	14.2	792	8.4	1,375	14.6	9,405	100.0
	Total	10,754	38.2	4,490	16.0	4,179	14.9	3,456	12.3	5,253	18.7	28,132	100.1
1968-69	Hommes	7,349	35.8	2,874	14.0	2,987	14.5	3,069	14.9	4,261	20.7	20,540	100.0
	Femmes	5,247	52.0	1,192	11.8	1,419	14.1	849	8.4	1,386	13.7	10,093	100.0
	Total	12,596	41.1	4,066	13.3	4,406	14.9	3,918	12.8	5,647	18.4	30,633	100.0
1969-70	Hommes	7,728	34.9	2,782	12.5	3,428	15.5	3,402	15.3	4,833	21.8	2,2173	100.0
	Femmes	5,522	51.0	1,164	10.7	1,719	15.9	945	8.7	1,483	13.7	10,833	100.0
	Total	13,250	40.1	3,946	12.0	5,147	15.6	4,347	13.2	6,316	19.1	33,006	100.0
1970-71	Hommes	8,507	37.2	2,679	11.7	3,465	15.2	3,166	13.9	5,031	22.0	22,848	100.0
	Femmes	6,011	54.6	1,073	9.7	1,646	14.9	866	7.9	1,421	12.9	11,017	100.0
	Total	14,518	42.9	3,752	11.1	5,111	15.1	4,032	11.9	6,452	19.1	33,865	100.0
1971-72	Hommes	4,918	21.0	2,488	10.6	4,297	18.4	3,567	15.3	8,103	34.7	23,373	100.0
	Femmes	3,636	32.3	1,142	10.2	2,846	25.3	1,148	10.2	2,468	22.0	11,240	100.0
	Total	8,554	24.7	3,630	10.5	7,143	20.6	4,715	13.6	10,571	30.5	34,613	100.0
1972-73	Hommes	5,032	21.4	2,336	9.9	4,354	18.5	3,433	14.6	8,390	35.6	23,545	100.0
	Femmes	3,466	32.2	1,025	9.5	2,754	25.6	1,085	10.1	2,448	22.7	10,778	100.0
	Total	8,498	24.8	3,361	9.8	7,108	20.7	4,518	13.2	10,838	31.6	34,323	100.0
1973-74	Hommes	2,785	11.8	2,137	9.1	3,850	16.3	3,705	15.7	11,136	47.2	23,613	100.0
	Femmes	2,026	19.3	953	9.1	2,966	28.2	1,332	12.7	3,246	30.8	10,523	100.0
	Total	4,811	14.1	3,090	9.1	6,816	20.0	5,037	14.8	14,382	42.1	34,136	100.0
1974-75	Hommes	2,729	11.5	1,946	8.2	3,489	14.7	3,732	15.7	11,910	50.9	23,806	100.0
	Femmes	1,949	18.4	844	8.0	2,832	26.7	1,419	13.4	3,555	33.5	10,599	100.0
	Total	4,678	13.6	2,790	8.1	6,321	18.4	5,151	15.0	15,465	44.9	34,405	100.0
1975-76	Hommes	2,527	10.4	1,807	7.4	3,153	12.9	3,719	15.2	13,193	54.1	24,399	100.0
	Femmes	1,705	15.5	729	6.6	2,782	25.3	1,655	15.0	4,139	37.6	11,010	100.0
	Total	4,232	12.0	2,536	7.2	5,935	16.8	5,374	15.2	17,332	48.9	35,409	100.0
1976-77	Hommes	2,231	9.0	1,773	7.1	3,044	12.3	3,708	14.9	14,075	56.7	24,831	100.0
	Femmes	1,406	12.5	674	6.0	2,710	24.1	1,783	15.8	4,682	41.6	11,255	100.0
	Total	3,637	10.1	2,447	6.8	5,754	15.9	5,491	15.2	18,757	52.0	36,086	100.0
1977-78	Hommes	2,168	8.7	1,714	6.8	2,931	11.7	3,567	14.3	14,648	58.5	25,038	100.0
	Femmes	1,350	11.9	605	5.3	2,558	22.6	1,821	16.1	4,991	44.1	11,325	100.0
	Total	3,518	9.7	2,319	6.4	5,489	15.1	5,388	14.8	19,639	54.0	36,352	100.0

(1) Comprend les enseignants hors-catégorie et non déclarés.

Source: Dossiers informatiques annuels de l'OSSTF.

TABLEAU 8.12

RÉPARTITION DES ENSEIGNANTS DES ÉCOLES SECONDAIRES DE L'ONTARIO SELON LE SEXE ET LE DIPLÔME
1966-1977

Année	Sexe	Grade								Total	
		Aucun grade*#		Baccalauréat		Maîtrise		Doctorat			
		N.	%	N.	%	N.	%	N.	%	N.	%
1966-67	Hommes	3,809	22.8	11,708	69.9	1,177	7.0	44	0.3	16,738	100.0
	Femmes	1,684	20.0	6,325	75.3	378	4.5	15	0.2	8,402	100.0
	Total	5,493	21.8	18,033	71.7	1,555	6.2	59	0.2	25,140	100.0
1967-68	Hommes	4,492	24.0	12,880	68.8	1,298	6.9	60	0.3	18,730	100.0
	Femmes	1,879	20.0	7,067	75.1	439	4.7	20	0.2	9,405	100.0
	Total	6,371	22.6	19,947	70.9	1,737	6.2	80	0.3	28,135	100.0
1968-69	Hommes	4,770	23.2	14,236	69.3	1,460	7.1	74	0.4	20,540	100.0
	Femmes	1,869	18.5	7,715	76.4	481	4.8	28	0.3	10,093	100.0
	Total	6,639	21.7	21,951	71.7	1,941	6.3	102	0.3	30,63[illegible]	100.0
1969-70	Hommes	5,119	23.1	15,321	69.1	1,648	7.4	85	0.4	22,173	100.0
	Femmes	2,079	19.2	8,156	75.3	550	5.1	48	0.4	10,833	100.0
	Total	7,198	21.8	23,477	71.1	2,198	6.7	133	0.4	33,006	100.0
1970-71	Hommes	5,064	22.2	15,848	69.4	1,849	8.1	87	0.4	22,848	100.0
	Femmes	1,962	17.8	8,361	75.9	639	5.8	55	0.5	11,017	100.0
	Total	7,026	20.7	24,209	71.5	2,488	7.3	142	0.4	33,865	99.9
1971-72	Hommes	4,819	20.6	16,388	70.1	2,153	9.2	13	0.1	23,373	100.0
	Femmes	1,809	16.1	8,744	77.8	670	6.0	17	0.2	11,240	100.0
	Total	6,628	19.1	25,132	72.6	2,823	8.2	30	0.1	34,613	100.0
1972-73	Hommes	4,594	19.5	16,556	70.3	2,371	10.1	24	0.1	23,545	100.0
	Femmes	1,572	14.6	8,506	78.9	683	6.3	17	0.2	10,778	100.0
	Total	6,166	18.0	25,062	73.0	3,054	8.9	41	0.1	34,323	100.0
1973-74	Hommes	4,519	19.1	16,547	70.1	2,525	10.7	23	0.1	23,614	100.0
	Femmes	1,513	14.4	8,322	79.1	672	6.4	16	0.2	10,523	100.0
	Total	6,032	17.7	24,869	72.9	3,197	9.4	39	0.1	34,137	100.1
1974-75	Hommes	4,325	18.2	16,717	70.2	2,737	11.5	26	0.1	23,805	100.0
	Femmes	1,398	13.2	8,472	79.9	712	6.7	18	0.2	10,600	100.0
	Total	5,723	16.6	25,189	73.2	3,449	10.0	44	0.1	34,405	100.0
1975-76	Hommes	4,291	17.6	17,108	70.1	2,969	12.2	31	0.1	24,399	100.0
	Femmes	1,298	11.8	8,914	81.0	780	7.1	19	0.2	11,011	100.0
	Total	5,589	15.8	26,022	73.5	3,749	10.6	50	0.1	35,410	100.0
1976-77	Hommes	4,204	16.9	17,353	69.9	3,245	13.1	30	0.1	24,832	100.0
	Femmes	1,203	10.7	9,176	81.5	857	7.6	18	0.2	11,254	100.0
	Total	5,407	15.0	26,529	73.5	4,102	11.4	48	0.1	36,086	100.0
1977-78	Hommes	4,057	16.2	17,467	69.8	3,468	13.9	36	0.1	25,028	100.0
	Femmes	1,013	8.9	9,361	82.7	933	8.2	19	0.2	11,326	100.0
	Total	5,070	13.9	26,828	73.8	4,401	12.1	55	0.2	36,354	100.0

* Comprend aussi les enseignants qui n'ont pas indiqué leurs qualifications

Source: Dossiers informatiques annuels de l'OSSTF.

TABLEAU 8.13

RÉPARTITION DES ENSEIGNANTS DES ÉCOLES SECONDAIRES DE L'ONTARIO SELON LE SEXE ET LE SALAIRE
1966-1978

Année	Sexe	SALAIRE																						TOTAL	
		5,999 et moins		6,000-7,999		8,000-9,999		10,000-11,999		12,000-13,999		14,000-15,999		16,000-17,999		18,000-19,999		20,000-21,000		22,000-23,999		24,000-25,999		26,000 et plus			
		N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%
1966-67	Hommes	1,345	8.1	5,878	35.3	4,530	27.2	2,676	16.1	1,567	9.4	432	2.6	225	1.4	5	0	0	0	0	0	0	0	0	0	16,658	100.0
	Femmes	1,680	10.1	3,579	42.9	1,772	21.2	941	11.3	354	4.2	22	0.3	2	0.0	0	0	0	0	0	0	0	0	0	0	8,350	100.0
	Total	3,025	12.1	9,457	37.8	6,302	25.2	3,617	14.5	1,921	7.7	459	1.8	277	0.9	5	0	0	0	0	0	0	0	0	0	25,008	100.0
1967-68	Hommes	138	0.7	5.008	26.8	5,639	30.2	3,670	19.6	2,248	12.0	1,216	6.5	439	2.3	261	1.4	72	0.4	2	0	0	0	0	0	18,693	100.0
	Femmes	304	3.2	4,352	46.5	2,386	25.5	1,273	13.6	756	8.1	276	2.9	17	0.2	3	0.0	1	0.0	0	0	0	0	0	0	9,368	100.0
	Total	442	1.6	9,360	33.4	8,025	28.6	4,943	17.6	3,004	10.7	1,492	5.3	456	1.6	264	0.9	73	0.3	2	0	0	0	0	0	28,061	100.0
1968-69	Hommes	66	0.3	4,252	20.7	6,158	30.0	4,443	21.7	2,616	12.8	1,846	9.0	626	3.1	292	1.4	207	1.0	8	0	1	0	0	0	20,515	100.0
	Femmes	232	2.3	3,969	39.4	2,988	29.7	1,544	15.3	807	8.0	493	4.9	32	0.3	2	0.0	2	0.0	0	0	0	0	0	0	10,069	100.0
	Total	298	1.0	8,221	26.9	9,146	29.9	5,987	19.6	3,423	11.2	2,339	7.6	658	2.2	294	1.0	209	0.7	8	0	1	0	0	0	30,584	100.0
1969-70	Hommes	59	0.3	2,752	12.5	6,375	28.9	5,342	24.2	3,113	14.1	2,386	10.8	1,167	5.3	438	2.0	386	1.8	38	0.2	0	0	1	0	22,057	100.0
	Femmes	233	2.2	2,817	26.3	3,697	34.5	2,113	19.7	890	8.3	761	7.1	185	1.7	15	0.1	3	0.0	0	0	0	0	0	0	10,714	100.0
	Total	292	0.9	5,569	17.0	10,072	30.7	7,455	22.7	4,003	12.2	3,147	9.6	1,352	4.1	453	1.4	389	1.2	38	0.1	0	0	1	0	32,771	100.0
1970-71	Hommes	34	0.1	1,496	6.6	5,516	24.2	5,391	23.7	4,055	17.8	2,905	12.8	2,115	9.3	709	3.1	286	1.3	261	1.1	0	0	0	0	22,768	100.0
	Femmes	160	1.5	1,780	16.2	4,003	36.4	2,247	20.5	1,397	12.7	859	7.8	491	4.5	43	0.4	5	0.0	1	0.0	0	0	0	0	10,986	100.0
	Total	194	0.6	3,276	9.7	9,519	28.2	7,638	22.6	5,452	16.2	3,764	11.2	2,606	7.7	752	2.2	291	0.9	262	0.8	0	0	0	0	33,754	100.0
1971-72	Hommes	31	0.1	937	4.0	4,366	18.7	5,126	22.0	4,731	20.3	3,539	15.2	2,919	12.5	870	3.7	396	1.7	409	1.8	20	0.1	0	0	23,344	100.0
	Fem	209	1.9	1,260	11.2	3,603	32.2	2,492	22.2	1,879	16.8	942	8.4	699	6.2	101	0.9	17	0.2	3	0.0	0	0	0	0	11,205	100.0
	Total	240	0.7	2,197	6.4	7,969	23.1	7,618	22.0	6,610	19.1	4,481	13.0	3,618	10.5	971	2.8	413	1.2	412	1.2	20	0.1	0	0	34,549	100.0
1972-73	Hommes	34	0.2	390	2.2	3,222	14.3	4,310	19.1	4,907	21.8	3,423	15.2	3,456	15.3	1,703	7.6	489	2.2	373	1.7	97	0.4	18	0.1	22,522	100.0
	Femmes	123	1.2	600	5.9	2,899	28.5	2,374	23.4	2,025	19.9	942	9.3	889	8.8	262	2.6	2[illegible]	0.2	8	0.1	0	0	12	0.1	10,156	100.0
	Total	157	0.5	1,090	3.3	6,121	18.7	6,684	20.5	6,932	21.2	4,365	13.4	4,345	13.4	1,965	6.0	511	1.6	382	1.2	97	0.3	30	0.1	32,678	100.0
1973-74	Hommes	47	0.2	308	1.3	2,067	8.8	3,985	17.0	4,795	20.4	3,977	16.9	3,907	16.6	2,965	12.6	686	2.9	384	1.6	353	1.5	11	0.0	23,485	100.0
	Femmes	172	1.7	401	3.8	2,082	20.0	2,628	25.2	2,098	20.1	1,408	13.5	1,011	9.7	543	5.2	51	0.5	16	0.2	5	0.0	3	0.0	10,418	100.0
	Total	219	0.6	709	2.1	4,149	12.2	6,613	19.5	6,893	20.3	5,385	15.9	4,918	14.5	3,508	10.3	737	2.2	400	1.2	358	1.1	14	0.4	33,903	100.0
1974-75	Hommes	22	0.1	205	0.9	965	4.2	2,681	11.5	3,613	15.5	4,654	20.0	3,420	14.7	3,799	16.3	2,534	10.9	730	3.1	257	1.1	365	1.6	23,245	100.0
	Femmes	137	1.4	352	3.5	1,031	10.2	2,093	20.7	2,100	20.8	1,967	19.4	1,032	10.2	913	9.0	417	4.1	58	0.6	10	0.1	6	0.1	10,116	100.0
	Total	159	0.5	557	1.7	1,996	6.0	4,774	14.3	5,713	14.3	6,621	19.8	4,452	13.3	4,712	14.1	2,951	8.8	788	2.4	267	0.8	371	1.1	33,361	100.0
1975-76	Hommes	23	0.1	143	0.6	462	2.0	1,317	5.6	2,266	9.6	3,336	14.2	3,597	15.3	3,887	16.5	3,726	15.8	2,443	10.4	1,471	6.2	886	3.8	23,557	100.0
	Femmes	112	1.1	369	3.6	639	6.2	1,240	12.1	1,724	16.8	1,890	18.4	1,490	14.5	1,307	12.8	835	8.1	422	4.1	186	1.8	33	0.3	10,247	100.0
	Total	135	0.4	512	1.5	1,101	3.3	2,557	7.6	3,990	11.8	5,226	15.5	5,087	15.0	5,194	15.4	4,561	13.5	2,865	8.5	1,657	4.9	919	2.7	33,804	100.0
1976-77	Hommes	13	0.1	11	0.0	46	0.2	365	1.6	821	3.6	1,491	6.6	2,343	10.4	3,105	13.7	3,255	14.4	3,726	16.5	3,931	17.4	3,496	15.5	22,603	100.0
	Femmes	43	0.4	127	1.3	199	2.1	463	4.8	805	8.3	1,264	13.0	1,423	14.7	1,620	16.7	1,379	14.2	1,066	11.0	861	8.9	436	4.5	9,686	100.0
	Total	56	0.2	138	0.4	245	0.8	828	2.6	1,626	5.0	2,755	8.5	3,766	11.7	4,725	14.6	4,634	14.4	4,792	14.8	4,792	14.8	3,932	12.2	32,289	100.0
1977-78	Hommes	13	0.1	21	0.1	9	0.0	149	0.6	431	1.8	1,028	4.2	1,547	6.3	2,439	9.9	3,348	13.6	3,171	12.9	4,899	19.9	7,540	30.7	24,595	100.0
	Femmes	35	0.3	95	0.9	202	1.9	277	2.6	532	4.9	992	9.2	1,313	12.2	1,466	13.6	1,852	17.2	1,367	12.7	1,543	13.5	1,187	11.0	10,771	100.0
	Total	48	0.1	116	0.3	211	0.6	426	1.2	963	2.7	2,020	5.7	2,860	8.1	3,905	11.0	5,200	14.7	4,538	12.8	6,352	18.0	8,727	24.7	35,366	100.0

Source: Dossiers informatiques annuels de l'OSSTF.

TABLEAU 8.14

RÉPARTITION DES ENSEIGNANTS DES ÉCOLES SECONDAIRES DE L'ONTARIO SELON LE SEXE ET LES RESPONSABILITÉS
1966-1978

Année	Sexe	Responsabilités																		Total	
		Directeurs		Directeurs adjoints		Coordonnateurs		Directeurs des services pédagogiques		Chefs de section		Chefs de section adjoints		Chefs de matière		Titulaires		Enseignants			
		N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
1966-67	Hommes	535	3.2	506	3.0	52	0.3	216	1.3	3194	19.1	0	0	0	0	0	0	12225	73.1	16728	
	Femmes	8	0.1	9	0.1	12	0.1	22	0.3	872	10.4	0	0	0	0	0	0	7472	89.0	8395	100.0
	Total	543	2.2	515	2.0	64	0.3	238	0.9	4066	16.2	0	0	0	0	0	0	19697	78.4	25123	100.0
1967-68	Hommes	552	2.9	557	3.0	127	0.7	298	1.6	3428	18.3	0	0	0	0	0	0	13757	73.5	18719	100.0
	Femmes	4	0.0	11	0.1	27	0.3	33	0.4	931	9.9	0	0	0	0	0	0	8390	89.3	9396	100.0
	Total	556	2.0	568	2.0	154	0.5	331	1.2	4359	15.5	0	0	0	0	0	0	22147	78.8	28115	100.0
1968-69	Hommes	559	2.7	607	3.0	181	0.9	385	1.9	3750	18.3	1186	5.6	0	0	0	0	13866	67.5	20534	100.0
	Femmes	7	0.1	13	0.1	36	0.4	40	0.4	955	9.5	387	3.8	0	0	0	0	8650	85.7	10088	100.0
	Total	566	1.8	620	2.0	217	0.7	425	1.4	4705	15.4	1573	5.1	0	0	0	0	22516	73.5	30622	100.0
1969-70	Hommes	569	2.6	658	3.0	196	0.9	427	1.9	4034	18.2	1667	7.5	56	0.3	0	0	14543	65.6	22160	100.0
	Femmes	7	0.1	19	0.2	46	0.4	38	0.4	1014	9.4	527	4.9	26	0.2	0	0	9143	84.5	10820	100.0
	Total	576	1.7	677	2.1	242	0.7	465	1.4	5048	15.3	2194	6.7	92	0.3	0	0	23686	71.8	32980	100.0
1970-71	Hommes	586	2.5	698	3.1	165	0.7	461	2.0	4196	18.4	1879	8.2	160	0.7	8	0	14703	64.4	22838	100.0
	Femmes	8	0.1	20	0.2	25	0.2	42	0.4	1051	9.5	555	5.0	79	0.7	2	0	9224	83.4	11006	100.0
	Total	594	1.8	718	2.1	190	0.6	503	1.5	5247	15.5	2434	7.2	239	0.7	10	0	23927	70.7	33844	100.0
1971-72	Hommes	572	2.4	704	3.0	154	0.7	475	2.0	4281	18.3	2048	8.8	228	1.0	18	0.1	14883	63.7	23363	100.0
	Femmes	9	0.1	25	0.2	26	0.2	39	0.3	1023	9.1	613	5.5	122	1.1	6	0.1	9370	83.4	11233	100.0
	Total	581	1.7	729	2.1	180	0.5	514	1.5	5304	15.3	2661	7.7	350	1.0	24	0.1	24253	70.1	34596	100.0
1972-73	Hommes	576	2.4	716	3.0	174	0.7	510	2.2	4301	18.3	2093	8.9	320	1.4	18	0.1	14829	63.0	23537	100.0
	Femmes	10	0.1	29	0.3	31	0.3	43	0.4	1010	9.4	643	6.0	143	1.3	9	0.1	8850	82.2	10768	100.0
	Total	586	1.7	745	2.2	205	0.6	553	1.6	5311	15.5	2736	8.0	463	1.3	27	0.1	23679	69.0	34305	100.0
1973-74	Hommes	578	2.4	720	3.0	183	0.8	509	2.2	4341	18.4	2166	9.2	319	1.4	20	0.1	14771	62.6	23607	100.0
	Femmes	10	0.1	31	0.3	22	0.2	37	0.4	988	9.4	652	6.2	139	1.3	2	0.0	8634	82.1	10515	100.0
	Total	588	1.7	751	2.2	205	0.6	546	1.6	5329	15.6	2818	8.3	458	1.3	22	0.1	23405	68.6	34122	100.0
1974-75	Hommes	575	2.4	722	3.0	205	0.9	512	2.2	4355	18.3	2227	9.4	332	1.4	17	0.1	14852	62.4	23797	100.0
	Femmes	13	0.1	32	0.3	32	0.3	33	0.3	1019	9.6	671	6.3	152	1.4	3	0.0	8639	81.5	10594	100.0
	Total	588	1.7	754	2.2	237	0.7	545	1.6	5374	15.6	2898	8.4	484	1.4	20	0.1	23491	68.3	34391	100.0
1975-76	Hommes	571	2.3	736	3.0	221	0.9	511	2.1	4487	18.4	2293	9.4	329	1.3	18	0.1	15228	62.4	24394	100.0
	Femmes	12	0.1	40	0.4	45	0.4	35	0.3	1084	9.8	712	6.5	147	1.3	4	0.0	8927	81.1	11006	100.0
	Total	583	1.6	776	2.2	266	0.8	546	1.5	5571	15.7	3005	8.5	476	1.3	22	0.1	24155	68.2	35400	100.0
1976-77	Hommes	572	2.3	751	3.0	231	0.9	494	2.0	4524	18.2	2180	8.8	323	1.3	12	0.0	15741	63.4	24828	100.0
	Femmes	12	0.1	41	0.4	47	0.4	33	0.3	1124	10.0	663	5.9	143	1.3	5	0.0	9181	81.6	11249	100.0
	Total	584	1.6	792	2.2	278	0.8	527	1.5	5648	15.7	2843	7.9	466	1.3	17	0.0	24922	69.1	36077	100.0
1977-78	Hommes	573	2.3	764	3.1	252	1.0	476	1.9	4565	18.2	2180	8.7	329	1.3	14	0.1	15871	63.4	25024	100.0
	Femmes	16	0.1	49	0.4	52	0.5	31	0.3	1133	10.0	675	6.0	145	1.3	4	0.0	9216	81.4	11321	100.0
	Total	589	1.6	813	2.2	304	0.8	507	1.4	5698	15.7	2855	7.9	474	1.3	18	0.0	25087	69.0	36345	100.0

Source: Dossiers informatiques annuels de l'OSSTF.

sexe et salaire, sexe et responsabilités ou catégorie de poste. Dans le Tableau 8.13, le décalage dans les niveaux de salaires est très évident.

Les Tableaux 8.15 (moins détaillés que le Tableau 8.9) à 8.18 fournissent des renseignements analogues pour les écoles élémentaires. La situation est généralement la même, mais comme les enseignants sont plus jeunes, le soulagement que pourraient apporter les retraites anticipées est beaucoup plus faible. Il y a cependant beaucoup à faire pour faciliter la tâche des enseignants. Les dangers de la situation actuelle et certaines mesures correctives qui doivent être prises pour assainir le système scolaire et préserver le moral des enseignants sont clairement énoncés dans le Document de travail n° 12 de Hunt et Hunt. Il ne fait pas de doute qu'au cours des 10 à 15 prochaines années, il se produira très peu de changements parmi le personnel permanent relativement à la venue de nouveaux enseignants à des postes autres qu'à court terme ou de suppléance, de sorte que les nouveaux diplômés continueront d'avoir beaucoup de difficulté à se trouver un emploi dans l'enseignement.

Dans le chapitre sur la formation des enseignants, j'ai analysé en détail les conclusions plutôt modérées de l'étude de Hansen (FLEXOR Teacher Education Computer Model) sur les besoins en nouveaux enseignants. J'ai aussi fait préparer, par le service de planification de l'Institut d'études pédagogiques de l'Ontario, d'autres tableaux sur les besoins en personnel enseignant, pour l'ensemble de la province et par matière, pour les écoles secondaires. Les Tableaux 8.19 et 8.20 présentent les projections de l'évolution la plus vraisemblable des besoins en personnel enseignant, compte tenu des projections de la clientèle scolaire présentées dans un chapitre précédent, pour l'ensemble de la province de 1978 à 2001, pour les niveaux élémentaire et secondaire. Mais examinons d'abord le tableau suivant:

Année	Effectifs des écoles publiques	Nombre d'enseignants		Ratios élèves/enseignant	
		Nombre total d'enseignants	Titulaires	Nombre total d'enseignants	Titulaires
1971	1,034,703	41,583	non disp.	24.88	non disp.
1972	1,022,935	41,163	35,350	24.85	28.94
1973	998,668	39,803	34,440	25.09	29.00
1974	977,545	39,748	34,514	24.59	28.32
1975	961,625	40,711	33,603	23.62	28.62
1976	937,292	40,464	33,315	23.16	28.13
1977	907,777*	40,559*	32,768	22.38	27.70

* Education Statistics Ontario, 1977, ministère de l'Education, pp. 41, 78.

TABLEAU 8.15

RÉPARTITION DES ENSEIGNANTS DES ÉCOLES ÉLÉMENTAIRES DE L'ONTARIO SELON LE SEXE ET L'ÂGE

1972-1978

Année	Sexe	Age																Total	
		19 & moins		20-29		30-39		40-49		50-59		60-65		66+		Non déclarés			
		N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%
1972-73	Hommes	16	0.09	8,993	50.20	6,014	33.58	1,887	10.54	812	4.53	166	0.93	1	0.01	21	0.12	17,910	100.0
	Femmes	242	0.57	24,436	57.09	8,409	19.64	4,929	11.51	3,747	8.75	976	2.28	10	0.02	60	0.14	42,809	100.0
	Total	258	0.42	33,429	55.06	14,423	23.75	6,816	11.23	4,559	7.51	1,142	1.88	11	0.02	81	0.13	60,719	100.0
1973-74	Hommes	10	0.05	8,505	46.45	6,731	36.76	2,128	11.62	765	4.18	135	0.74	2	0.01	35	0.19	18,311	100.0
	Femmes	107	0.26	22,542	54.47	9,062	21.89	5,142	12.42	3,505	8.47	879	2.12	5	0.01	148	0.36	41,390	100.0
	Total	117	0.20	31,047	52.00	15.793	26.45	7,270	12.18	4,270	7.15	1,014	1.70	7	0.01	183	0.31	59,701	100.0
1974-75	Hommes	14	0.07	9,067	48.43	6,684	35.70	2,139	11.42	703	3.75	84	0.45	0	-	34	0.18	18,725	100.0
	Femmes	168	0.41	22,276	54.38	9,395	22.93	5,199	12.69	3,206	7.83	610	1.49	6	0.01	108	0.26	49,968	100.0
	Total	182	0.30	31,343	52.51	16,079	26.94	7,338	12.29	3,909	6.55	694	1.16	6	0.01	142	0.24	59,693	100.0
1975-76	Hommes	33	0.17	9,982	50.50	6,660	33.70	2,156	10.91	669	3.39	74	0.37	0	-	189	0.96	19,763	100.0
	Femmes	423	1.02	22,913	55.34	9,363	22.61	5,170	12.49	2,986	7.21	452	1.09	1	-	101	0.24	41,409	100.0
	Total	456	0.75	32,895	53.78	16,023	26.19	7,326	11.98	3,655	5.97	526	0.86	1	-	290	0.47	61,172	100.0
1976-77	Hommes	3	0.01	7,413	36.74	8,681	43.01	2,912	14.43	913	4.52	139	0.69	2	0.01	120	0.59	20,183	100.0
	Femmes	30	0.07	18,887	46.08	11,629	28.38	6,086	14.85	3,282	8.01	905	2.21	11	0.03	151	0.37	40,981	100.0
	Total	33	0.05	26,300	43.00	20,310	33.21	8,998	14.71	4,195	6.86	1,044	1.71	13	0.02	271	0.44	61,164	100.0
1977-78	Hommes	4	0.02	6,094	30.08	9,530	47.03	3,192	15.76	974	4.81	127	0.63	2	0.01	337	1.66	20,260	100.0
	Femmes	25	0.06	16,250	40.80	12,824	32.20	6,339	15.91	3,298	8.28	817	2.05	6	0.02	271	0.68	39,830	100.0
	Total	29	0.05	22,344	37.18	22,354	37.21	9,531	15.86	4,272	7.11	944	1.57	8	0.01	608	1.01	60,090	100.0

Source: Fichier central des enseignants des écoles élémentaires, ministère de l'Education.

TABLEAU 8.16

RÉPARTITION DES ENSEIGNANTS DES ÉCOLES ÉLÉMENTAIRES DE L'ONTARIO SELON LE SEXE ET LES ANNÉES D'EXPÉRIENCE

1972-1978

Année	Sexe	Années d'expérience															Total	
		Débutants		1-10		11-20		21-30		31-40		41-50		50+	Non déclarés			
			%		%		%		%		%		%			%		%
1972-73	Hommes	1,624	9.07	10,778	60.18	4,051	22.60	1,077	6.01	349	1.95	31	0.17	-	-	-	17,910	100.0
	Femmes	3,254	7.60	27,777	64.89	7,731	18.06	2,957	6.91	998	2.33	91	0.21	-	1	0	42,809	100.0
	Total	4,878	8.03	38,555	63.50	11,782	19.40	4,034	6.64	1,347	2.22	122	0.20	-	1	0	60,719	100.0
1973-74	Hommes	870	4.75	10,854	59.28	4,952	27.04	1,288	7.03	323	1.76	24	0.13	-	-	-	18,311	100.0
	Femmes	1,963	4.74	26,338	63.63	8,703	21.03	3,311	8.00	999	2.41	76	0.18	-	-	-	41,390	100.0
	Total	2,833	4.75	37,192	62.30	13,655	22.87	4,599	7.70	1,322	2.21	100	0.17	-	-	-	59,701	100.0
1974-75	Hommes	Données non disponibles																
	Femmes																	
	Total																	
1975-76	Hommes	1,628	8.24	10,518	53.22	5,708	28.88	1,602	8.11	273	1.38	34	0.17	-	-	-	19,763	100.0
	Femmes	4,538	10.96	23,416	56.55	9,075	21.92	3,346	8.08	964	2.33	70	0.17	-	-	-	41,409	100.0
	Total	6,166	10.08	33,934	55.47	14,783	24.17	4,948	8.09	1,237	2.02	104	0.17	-	-	-	61,172	100.0
1976-77	Hommes	1,240	6.14	10,358	51.32	6,436	31.89	1,848	9.16	266	1.32	34	0.17	1	0	-	20,183	100.0
	Femmes	3,207	7.83	23,028	56.19	10,086	24.61	3,615	8.82	973	2.37	72	0.18	-	-	-	40,981	100.0
	Total	4,447	7.27	33,386	54.58	16,522	27.01	5,463	8.93	1,239	2.03	106	0.17	-	-	-	61,164	100.0
1977-78	Hommes	713	3.52	10,573	52.21	6,677	23.96	1,996	9.85	274	1.35	22	0.11	-	-	-	20,260	100.0
	Femmes	1,756	4.41	23,358	58.64	10,117	25.40	3,649	9.16	902	2.26	48	0.12	-	-	-	39,830	100.0
	Total	2,469	4.11	33,936	56.48	16,794	27.95	5,645	9.39	1,176	1.96	70	0.12	-	-	-	60,090	100.0

Source: Fichier central des enseignants des écoles élémentaires, ministère de l'Education.

TABLEAU 8.17

RÉPARTITION DES ENSEIGNANTS DES ÉCOLES ÉLÉMENTAIRES DE L'ONTARIO
SELON LE SEXE ET LES QUALIFICATIONS
1972-1978

Année	Sexe	Formation scolaire ou professionnelle (au-delà de la 12e année ou de plus de 4 ans)																Non Déclarés		Total	
		0		1		2		3		4		5		6		7+					
			%		%		%		%		%		%		%		%		%		%
1972-73	Hommes	44	0.25	579	3.23	3,832	21.40	2,381	13.29	2,900	16.19	5,526	30.85	1,278	7.14	1,281	7.15	89	0.50	17,910	100.0
	Femmes	202	0.47	3,548	8.29	19,631	45.86	6,937	16.20	4,241	9.91	5,785	13.51	1,101	2.57	1,082	2.53	282	0.66	42,809	100.0
	Total	246	0.41	4,127	6.80	23,463	38.63	9,318	15.35	7,141	11.76	11,311	18.63	2,379	3.92	2,363	3.89	371	0.61	60,719	100.0
1973-74	Hommes	42	0.23	337	1.84	2,329	12.72	2,396	13.09	3,276	17.89	6,347	34.66	1,929	10.53	1,628	8.89	27	0.15	18,311	100.0
	Femmes	162	0.39	2,520	6.09	15,929	38.50	8,304	20.06	4,970	12.01	6,943	16.77	1,400	3.38	1,086	2.62	76	0.18	41,390	100.0
	Total	204	0.34	2,857	4.79	18,258	30.58	10,700	17.92	8,246	13.81	13,290	22.26	2,329	5.58	2,714	4.55	103	0.17	59,701	100.0
1974-75	Hommes	31	0.17	249	1.33	1,622	8.66	2,064	11.02	3,201	17.09	7,081	37.82	2,487	13.28	1,986	10.61	4	0.02	18,725	100.0
	Femmes	130	0.32	2,255	5.50	13,265	32.38	8,265	20.17	5,515	13.46	8,503	20.76	1,812	4.42	1,207	2.95	16	0.04	40,968	100.0
	Total	161	0.27	2,504	4.19	14,887	24.94	10,329	17.31	8,716	14.60	15,584	26.11	4,299	7 20	3,193	5.35	20	0.03	59,693	100.0
1975-76	Hommes	30	0.15	261	1.32	1,657	8.38	2,032	10.28	3,127	15.82	6,800	34.42	2,391	12.10	1,907	9.65	1,558	7.88	19,763	100.0
	Femmes	118	0.28	1,981	4.78	12,138	29.31	7,581	18.31	5,085	12.28	7,746	18.71	1,664	4.02	1,133	2.74	3,963	9.57	41,409	100.0
	Total	148	0.24	2,242	3.67	13,795	22.55	9,613	15.71	8,212	13.42	14,546	23.78	4,055	6.63	3,040	4.97	5,521	9.03	61,172	100.0
1976-77	Hommes	50	0.25	249	1.23	1,590	7.88	1,969	9.76	3,103	15.37	6,871	34.05	2,542	12.59	1,892	9.37	1,917	9.50	20,183	100.0
	Femmes	172	0.42	1,838	4.49	11,091	27.06	6,918	16.88	4,874	11.89	7,833	19.11	1,888	4.61	1,110	2.71	5,257	12.83	40,981	100.0
	Total	222	0.36	2,087	3.41	12,681	20.73	8,887	14.53	7,977	13.04	14,704	24.05	4,430	7.24	3,002	4.91	7,174	11.73	61,164	100.0
1977-78	Hommes	57	0.28	318	1.57	2,053	10.13	2,114	10.43	3,181	15.70	6,441	31.80	2,358	11.64	1,601	7.90	2,137	10.55	20,260	100.0
	Femmes	197	0.49	2,036	5.11	11,552	29.01	6,249	15.69	4,259	10.69	6,962	17.49	1,833	4.60	985	2.47	5,757	14.45	39,830	100.0
	Total	254	0.42	2,354	3.92	13,605	22.64	8,363	13.92	7,440	12.38	13,403	22.31	4,191	6.97	2,586	4.30	7,894	13.14	60,090	100.0

Source: Fichier central des enseignants des écoles élémentaires, ministère de l'Education.

TABLEAU R.1R

RÉPARTITION DES ENSEIGNANTS DES ÉCOLES ÉLÉMENTAIRES DE L'ONTARIO SELON LE SEXE ET LE SALAIRE
1972-1978

ANNÉE	SEXE	5,999 ET MOINS		6,000-7,999		8,000-9,999		10,000-11,999		12,000-13,999		14,000-15,999		16,000-17,999		18,000-19,999		20,000-21,999		22,000-25,999		24,000+		NON DÉCLARÉS		TOTAL	
		N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%	N.	%
1972-73	HOMMES	361	2.02	3,912	21.84	4,037	22.54	2,662	14.86	2,085	11.64	1,375	7.68	1,284	7.17	996	5.56	744	4.15	93	0.52	5	0.03	356	1.99	17,910	100.0
	FEMMES	1,574	3.68	16,426	38.37	14,756	34.47	5,413	12.64	2,437	5.69	602	1.41	312	0.73	110	0.26	49	0.11	3	0.01	0	--	1,127	2.63	42,809	100.0
	TOTAL	1,935	3.19	20,338	33.49	18,793	30.94	8,075	13.30	4,522	7.45	1,977	3.26	1,596	2.63	1,106	1.82	793	1.31	96	0.16	5	0.01	1,483	2.44	60,719	100.0
1973-74	HOMMES	31	0.17	2,148	11.73	4,065	22.19	2,851	15.57	2,168	11.84	1,674	9.14	1,368	7.47	1,253	6.84	747	4.08	557	5.04	23	0.13	1,428	7.80	18,511	100.0
	FEMMES	294	0.71	9,128	22.05	14,700	35.51	8,247	19.93	3,210	7.76	1,401	3.38	541	1.31	206	0.50	75	0.18	27	0.07	0	--	3,561	8.60	41,390	100.0
	TOTAL	325	0.54	11,276	18.89	18,763	31.42	11,076	18.53	5,378	9.01	3,075	5.15	1,909	3.20	1,459	2.44	822	1.38	584	0.98	23	0.04	4,989	8.36	59,701	100.0
1974-75	HOMMES	8	0.04	446	2.38	2,910	15.54	3,234	17.27	2,614	13.96	2,059	11.00	1,562	8.34	1,275	6.81	1,153	6.16	822	4.66	745	3.98	1,147	6.36	18,725	100.0
	FEMMES	110	0.27	2,494	6.09	11,470	28.00	11,744	28.66	6,258	15.28	2,613	6.38	1,196	2.92	604	1.47	273	0.67	104	0.25	48	0.11	4,056	9.90	40,966	100.0
	TOTAL	118	0.20	2,940	4.95	14,380	24.08	14,978	25.08	8,872	14.86	4,672	7.83	2,758	4.62	1,879	3.15	1,426	2.39	926	1.64	793	1.33	5,203	9.89	59,691	100.0
1975-76	HOMMES	589	1.97	478	2.42	2,303	11.64	3,498	17.70	3,265	16.52	2,474	12.52	2,009	10.17	1,490	7.54	1,198	6.06	944	4.78	1,512	7.65	205	1.03	19,763	100.0
	FEMMES	1,438	3.47	2,143	5.18	8,810	21.25	12,213	29.49	8,881	21.45	3,926	9.48	1,883	4.55	999	2.41	461	1.11	168	0.41	98	0.24	598	0.96	41,409	100.0
	TOTAL	1,827	2.99	2,621	4.28	11,104	18.15	15,711	25.69	12,146	19.86	6,400	10.46	3,892	6.36	2,489	4.07	1,659	2.71	1,112	1.82	1,610	2.63	601	0.98	61,172	100.0
1976-77	HOMMES	192	0.80	58	0.29	177	0.88	1,410	6.99	2,868	14.21	5,161	15.65	2,716	13.46	2,215	10.96	1,854	9.19	1,458	7.22	3,925	19.45	181	0.90	20,183	100.0
	FEMMES	585	0.94	171	0.42	878	2.14	6,056	14.80	11,147	27.20	10,070	24.57	5,547	13.17	3,012	7.35	1,788	4.36	937	2.29	754	1.84	576	0.92	40,981	100.0
	TOTAL	547	0.89	229	0.37	1,055	1.72	7,476	12.22	14,015	22.92	15,231	21.64	8,113	13.27	5,225	8.54	3,642	5.95	2,395	3.92	4,679	7.65	557	0.91	61,164	100.0
1977-78	HOMMES	161	0.79	30	0.15	72	0.36	272	1.34	1,570	7.75	2,555	12.61	2,765	13.64	2,761	13.63	2,464	12.16	1,852	9.14	5,644	27.86	116	0.57	20,260	100.0
	FEMMES	406	1.02	137	0.34	218	0.55	1,530	3.84	6,690	16.80	10,366	26.03	8,121	20.39	5,167	12.97	3,257	8.18	1,688	4.24	1,978	4.97	272	0.68	39,830	100.0
	TOTAL	567	0.94	167	0.28	290	0.48	1,802	3.00	8,260	13.75	12,921	21.50	10,884	18.11	7,928	13.19	5,721	9.52	3,540	5.89	7,622	12.68	388	0.65	60,090	100.0

SOURCE: FICHIER CENTRAL DES ENSEIGNANTS DES ÉCOLES ÉLÉMENTAIRES, MINISTÈRE DE L'ÉDUCATION.

TABLEAU 8.19

ENSEIGNANTS DES ÉCOLES ÉLÉMENTAIRES DE L'ONTARIO
ÉVOLUTION DE L'OFFRE ET DE LA DEMANDE, 1962-2001

	Année	Demande						Offre				
		Nombre d'élèves	Nombre d'enseig.	Augmentation ou diminution	Demande de remplacement		Demande totale	Retours à la profession		Diplômés des coll. et univ.		Autres sources
					N	%(2)	Nombre	N.	%(3)			Nombre
Chiffres réels	1962	1,197,029	39,249	+1,170	5,118	13.44	6,288	1,314	20.90	4,191	66.65	4,974
	1963	1,233,164	40,875	+1,626	5,081	12.95	6,707	1,895	28.25	3,752	55.94	4,812
	1964	1,278,473	42,750	+1,875	5,349	13.09	7,224	2,033	28.14	4,018	55.62	5,191
	1965	1,320,043	44,967	+2,217	5,703	13.34	7,920	1,989	25.11	4,438	56.04	5,931
	1966	1,364,871	47,647	+2,680	6,642	14.77	9,322	2,162	23.19	4,883	52.38	7,160
	1967	1,405,052	51,018	+3,371	7,043	14.78	10,414	2,292	22.00	5,195	49.9	8,122
	1968	1,430,590	54,587	+3,569	7,476	14.65	11,045	2,620	23.72	5,544	50.2	8,425
	1969	1,456,117	57,587	+3,000	8,297	15.19	11,297	2,317	20.51	6,673	59.1	8,980
	1970	1,465,488	59,307	+1,720	8,226	14.28	9,946	2,325	23.38	5,388	54.2	7,621
	1971	1,456,840	58,329	- 978	7,813	13.17	6,835	1,876	27.45	3,616	52.9	4,959
	1972	1,445,101	57,991	- 338	7,417	12.72	7,079	2,176	30.74	3,306	46.7	4,903
	1973	1,422,885	56,630	-1,361	7,569	13.05	6,208	1,213	19.54	2,622	42.2	4,995
	1974	1,404,839	56,678	+ 48	7,375	13.02	7,423	1,742	23.47	2,696	36.4	5,681
	1975	1,389,478	58,167	+1,489	7,141	12.60	8,630	2,075	24.04	3,197	37.0	6,555
	1976	1,360,085	57,807	- 360	6,697	11.51	6,337	1,391	21.95	2,753	43.4	4,946
	1977	1,329,396	56,772	-1,035	5,853	10.13	4,818	1,083	22.48	1,721	35.7	2,014
Projections	1978	1,294,151	55,543	-1,229	5,677	10.00	4,448	934	21.00	1,779	40.0	1,735
	1979	1,267,806	54,647	- 896	5,277	9.50	4,381	898	20.50	1,752	40.0	1,731
	1980	1,251,919	53,962	- 685	4,918	9.00	4,233	847	20.00	1,693	40.0	1,693
	1981	1,241,861	53,528	- 434	4,587	8.50	4,153	831	20.00	1,661	40.0	1,661
	1982	1,234,047	53,192	- 336	4,282	8.00	3,946	789	20.00	1,578	40.0	1,579
	1983	1,225,837	52,838	- 354	3,989	7.50	3,635	727	20.00	1,454	40.0	1,454
	1984	1,216,051	52,416	- 422	3,699	7.00	3,277	655	20.00	1,311	40.0	1,311
	1985	1,210,061	52,158	- 258	3,407	6.50	3,149	630	20.00	1,260	40.0	1,269
	1986	1,209,447	52,131	- 27	3,129	6.00	3,102	620	20.00	1,[illegible]	40.0	1,241
	1987	1,211,181	52,206	+ 75	2,867	5.50	2,942	588	20.00	1,1[illegible]	40.0	1,177
	1988	1,213,922	52,324	+ 118	2,610	5.00	2,728	546	20.00	1,091	40.0	1,091
	1989	1,215,820	52,406	+ 82	2,616	5.00	2,698	540	20.00	1,079	40.0	1,079
	1990	1,220,866	52,623	+ 217	2,620	5.00	2,837	567	20.00	1,135	40.0	1,135
	1991	1,225,441	52,821	+ 198	2,631	5.00	2,829	566	20.00	1,132	40.0	1,131
	1992	1,230,046	53,019	+ 198	2,641	5.00	2,839	568	20.00	1,136	40.0	1,135
	1993	1,233,686	53,176	+ 157	2,651	5.00	2,808	562	20.00	1,123	40.0	1,123
	1994	1,236,390	53,293	+ 117	2,659	5.00	2,776	555	20.00	1,110	40.0	1,111
	1995	1,237,966	53,361	+ 68	2,665	5.00	2,733	547	20.00	1,093	40.0	1,093
	1996	1,238,058	53,365	+ 4	2,668	5.00	2,672	534	20.00	1,069	40.0	1,069
	1997	1,236,415	53,294	- 71	2,668	5.00	2,597	519	20.00	1,039	40.0	1,039
	1998	1,232,902	53,142	- 152	2,665	5.00	2,513	503	20.00	1,005	40.0	1,005
	1999	1,227,683	52,917	- 225	2,657	5.00	2,432	486	20.00	973	40.0	973
	2000	1,220,794	52,620	- 297	2,646	5.00	2,349	470	20.00	940	40.0	939
	2001	1,212,548	52,265	- 355	2,631	5.00	2,276	455	20.00	910	40.0	911

(1) Pourcentage de l'année précédente

(2) Pourcentage de la demande totale

(3) Pourcentage de la demande totale

Source: Fichier central des enseignants des écoles élémentaires, ministère de l'Education

TABLEAU 8.20

ENSEIGNANTS DES ÉCOLES SECONDAIRES DE L'ONTARIO
ÉVOLUTION DE L'OFFRE ET DE LA DEMANDE, 1962-2001

	Année	Demande						Offre					
		Nombre d'élèves	Nombre d'enseignants*	Augmentation ou diminution	Demande de remplacement		Total	Retours à la profession			Nouveaux embauchés	Diplômés des collèges	Autres
					N.	%(1)	N	N.	%(2)	%(3)	N.	N.	N.
Chiffres réels	1962	331,578	14,923	2,073	1,118	8.70	3,191	332	2.22	10.40	2,859	1,826	1,033
	1963	364,210	17,170	2,247	1,493	10.00	3,740	354	2.06	9.47	3,386	2,273	1,113
	1964	395,301	19,205	2,035	1,644	9.57	3,679	376	1.96	10.22	3,303	2,288	1,015
	1965	418,730	21,659	2,454	2,050	10.67	4,504	417	1.93	9.26	4,087	2,638	1,449
	1966	436,026	24,242	2,583	2,453	11.33	5,036	442	1.82	8.78	4,594	2,696	1,898
	1967	463,736	27,164	2,922	2,948	12.16	5,870	571	2.10	9.73	5,299	3,351	1,948
	1968	500,807	30,203	3,039	3,101	11.42	6,140	728	2.41	11.86	5,412	3,833	1,579
	1969	530,679	32,342	2,139	3,480	11.52	5,619	757	2.34	13.47	4,862	2,455	2,407
	1970	556,913	33,693	1,351	3,754	11.61	5,105	862	2.56	16.89	4,243	2,528	1,715
	1971	574,520	34,469	776	3,438	10.20	4,214	847	2.46	20.10	3,367	2,388	979
	1972	583,013	34,549	80	3,273	9.50	3,353	654	1.89	19.50	2,699	1,838	861
	1973	585,725	33,889	- 660	2,960	8.57	2,300	341	1,01	14.83	1,959	1,263	696
	1974	589,650	34,231	+ 342	2,781	8.21	3,123	493	1.44	15.79	2,630	1,551	1,079
	1975	605,160	34,826	595	2,555	7.46	3,150	537	1.54	17.05	2,613	1,474	1,139
	1976	613,055	35,352	526	2,325	6.68	2,851	434	1.23	15.22	2,417	1,435	982
	1977	613,830	35,454	+ 102	2,162	6.12	2,264	372	1.05	16.43	1,892	1,038	854
Projections	1978	613,274	35,449	- 5	2,127	6.0	2,122	318	0.90	15.0	1,804	1,082	722
	1979	603,415	34,879	- 570	1,918	5.5	1,348	202	0.58	15.0	1,146	687	459
	1980	583,206	33,711	-1,168	1,686	5.0	518	78	0.23	15.0	440	264	176
	1981	557,412	32,220	-1,491	1,611	5.0	120	18	0.06	15.0	102	61	41
	1982	531,581	30,727	-1,493	1,536	5.0	43	6	0.02	15.0	37	22	15
	1983	514,224	29,724	-1,003	1,486	5.0	483	72	0.24	15.0	411	246	165
	1984	508,522	29,394	- 330	1,500	5.1	1,170	176	0.60	15.0	994	597	397
	1985	505,703	29,231	- 163	1,500	5.1	1,337	201	0.69	15.0	1,136	682	454
	1986	500,072	28,906	- 325	1,500	5.1	1,175	176	0.61	15.0	999	599	400
	1987	493,220	28,510	- 396	1,550	5.4	1,154	173	0.61	15.0	981	589	392
	1988	485,420	28,059	- 451	1,600	5.6	1,149	172	0.61	15.0	977	586	391
	1989	479,667	27,726	- 333	1,625	5.8	1,292	194	0.70	15.0	1,098	659	439
	1990	473,863	27,391	- 335	1,650	6.0	1,315	197	0.72	15.0	1,118	671	447
	1991	471,670	27,264	- 127	1,675	6.1	1,548	232	0.85	15.0	1,316	789	527
	1992	470,596	27,202	- 62	1,700	6.2	1,638	246	0.90	15.0	1,392	835	557
	1993	470,431	27,193	- 9	1,750	6.4	1,741	261	0.96	15.0	1,480	888	592
	1994	471,531	27,256	+ 63	1,800	6.6	1,863	279	1.02	15.0	1,584	950	634
	1995	474,100	27,405	+ 149	1,950	7.2	2,099	315	1.15	15.0	1,784	1,070	714
	1996	476,696	27,555	+ 150	2,100	7.7	2,250	338	1.23	15.0	1,912	1,147	765
	1997	479,037	27,690	+ 135	2,150	7.8	2,285	343	1.24	15.0	1,942	1,165	777
	1998	481,161	27,813	+ 123	2,250	8.1	2,373	356	1.28	15.0	2,017	1,210	807
	1999	482,948	27,916	+ 103	2,450	8.8	2,553	383	1.37	15.0	2,170	1,302	868
	2000	484,389	27,999	+ 83	2,700	9.7	2,783	417	1.49	15.0	2,366	1,419	947
	2001	485,500	28,064	+ 65	3,000	10.7	3,065	460	1.64	15.0	2,605	1,563	1,042

* Les projections sur le nombre d'enseignants sont fondées sur un ratio élèves/enseignant de 17.3 en fonction du nombre d'élèves indiqué au chapitre 3, Tableau 3.4.

(1) Pourcentage de l'année précédente

(2) Pourcentage par rapport au nombre d'enseignants

(3) Pourcentage par rapport à la demande totale

Source: Fichier central des enseignants des écoles élémentaires, ministère de l'Education.

Comme l'indique ce tableau (page 210) le nombre total d'enseignants des écoles publiques n'a pas diminué de façon alarmante depuis 1973 et 1974, et le ratio élèves/enseignant a donc, en conséquence, diminué presque chaque année. Comme je l'ai déjà mentionné, les renseignements officiels sur le nombre d'enseignants réguliers, pour insuffisants qu'ils soient, indiquent que les réductions du ratio ont été beaucoup plus faibles et que ce n'est que depuis 1975 que ce dernier a diminué sensiblement. De toute façon, il ne fait pas de doute que la diminution des ratios a eu pour objet d'éliminer la perte d'emplois pour les enseignants, mais nous ne savons pas s'il s'est agi là d'une diminution totale du nombre des classes trop nombreuses ou d'un effort réel en ce sens. Si nous voulons améliorer vraiment la qualité de l'enseignement, il nous faut éliminer les classes trop nombreuses, et non réduire d'un ou deux élèves des classes déjà relativement petites.

Enfin, dans le Tableau 8.21, j'ai indiqué pour les enseignants des écoles secondaires en 1977-1978, non seulement le nombre de personnes enseignant chacune des matières principales (y compris une rubrique finale "Aucune matière spéciale"), mais leurs qualifications pour enseigner chacune des matières, comme matière principale ou secondaire. L'analyse fournie par ce tableau est moins complète que dans l'enquête que j'ai menée personnellement en Nouvelle-Ecosse[1], car elle ne tient pas compte des qualifications des personnes qui enseignent une matière sans être qualifiées pour le faire. Mais tous ces renseignements sont donnés dans l'Appendice statistique n° 6 avec beaucoup plus de détails que dans l'étude sur la Nouvelle-Ecosse. Ils peuvent naturellement servir à déterminer les besoins en futurs diplômés et ceux relatifs au recyclage et au perfectionnement des enseignants. Des tableaux semblables pourraient être préparés chaque année à l'intention des conseils scolaires.

A l'avenir, dans les écoles secondaires, l'érosion naturelle des effectifs et le non-renouvellement des certificats temporaires devraient suffire à régler le problème de la baisse de la population scolaire dans certains conseils scolaires, mais d'autres devront mettre à pied des enseignants compétents et expérimentés. Cela signifie automatiquement -- comme nous l'avons vu dans le modèle informatique sur les salaires, dans le deuxième rapport préliminaire -- des salaires plus élevés en raison de l'expérience et des qualifications des enseignants, et par conséquent, pour la majorité des conseils scolaires, une

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1 Who Teaches What in the High Schools in Nova Scotia? R.W.B. Jackson, 1977.

TABLEAU 8.21

RÉPARTITION DES ENSEIGNANTS DES ÉCOLES SECONDAIRES DE L'ONTARIO SELON LEURS QUALIFICATIONS ET LES MATIÈRES ENSEIGNÉES 1977-1978

Matière enseignée	Nombre d'enseignants	Matière principale				Nombre d'enseignants	Matière secondaire			
		Enseignants qualifiés		Enseignants non qualifiés			Enseignants qualifiés		Enseignants non qualifiés	
		N.	%	N.	%		N.	%	N.	%
English	3,731	3,381	90.6	350	9.4	779	453	58.2	326	41.8
French	1,389	1,305	94.0	84	6.0	275	222	80.7	53	19.3
Français	47	20	42.0	27	57.4	17	3	17.6	14	82.4
Latin	148	144	97.3	4	2.7	62	50	80.6	12	19.4
Grec	2	0	0	2	100	11	3	27.3	8	72.7
Allemand	106	75	70.8	31	29.2	183	90	49.2	93	50.8
Russe	4	3	75.0	1	25.0	3	1	33.3	2	66.7
Espagnol	45	38	84.4	7	15.6	120	93	77.5	27	22.5
Histoire	2,012	1,877	93.3	135	6.7	476	299	62.8	177	37.2
Géographie	1,651	1,584	95.9	67	4.1	362	197	54.4	165	45.6
Bibliothèque	372	116	31.2	256	68.8	145	39	26.9	106	73.1
Musique	455	399	87.7	56	12.3	36	14	38.9	22	61.1
Etudes sociales	82	14	17.1	68	82.9	86	20	23.3	66	76.7
Mathématiques	3,285	2,903	88.4	382	11.6	723	248	34.3	475	65.7
Sciences	1,872	1,144	61.1	728	38.9	929	487	52.4	442	47.6
Physique	451	273	60.5	178	39.5	270	114	42.2	156	57.8
Chimie	463	349	75.4	114	24.6	275	162	58.9	113	41.1
Zoologie	324	270	83.3	54	16.7	299	214	71.6	85	28.4
Botanique	2	0	0	2	100	13	0	0	13	100
Home Economic	788	682	86.5	106	13.5	82	12	14.6	70	85.4
Counselling	498	0	0	498	100	391	0	0	391	100
Group Guidance	269	82	30.5	187	69.5	162	38	23.5	124	76.5
P.H.E.	2,482	2,395	96.5	87	3.5	380	313	82.4	67	17.6
Comptabilité	171	18	10.5	153	89.5	97	6	6.2	91	93.8
Tenue de livres	121	17	14.0	104	86.0	40	6	15.0	34	85.0
Office Practice	86	48	55.8	38	44.2	116	81	69.8	35	30.2
Sténographie	130	71	54.6	59	45.4	143	64	44.8	79	55.2
Dactylographie	472	242	51.3	230	48.7	297	106	35.7	191	64.3
Mécanique automobile	561	517	92.2	44	7.8	83	25	30.1	58	69.9
Condition. de l'air	14	10	71.4	4	28.6	4	2	50.0	2	50.0
Dessin industriel	607	567	93.4	40	6.6	108	23	21.3	85	78.7
Travail du bois	290	258	89.0	32	11.0	68	23	33.8	45	66.2
Atelier mécanique	429	415	96.7	14	3.3	46	24	52.2	22	47.8
Electricité	542	523	96.5	19	3.5	54	23	42.6	31	57.4
Autre	351	58	16.5	293	83.5	465	47	10.1	418	89.9
Occupation practice	655	0	0	655	100	116	0	0	116	100
Occupation general	133	0	0	133	100	27	0	0	27	100
Industrial Arts	64	22	34.4	42	65.6	23	4	17.4	19	82.6
Beaux-Arts	733	587	80.1	146	19.9	197	90	45.7	107	54.3
Misc. Communication	1,543	1,401	90.8	142	9.2	544	386	71.0	158	29.0
Misc. Technology	533	138	25.9	395	74.1	249	23	9.2	226	90.8
Sheet Metal	78	71	91.0	7	9.0	21	9	42.9	12	57.1
Auc. matière spéc.	835					20,049				

Source: Fichier central des enseignants, ministère de l'Education, et dossiers informatiques annuels

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masse salariale plus élevée au fur et à mesure que passent les années. Je ne connais aucun moyen de freiner cette tendance, pas plus que l'augmentation de la masse salariale, à moins de mettre à pied ou à la retraite un grand nombre d'enseignants d'expérience et d'engager des enseignants plus jeunes à des salaires moindres, ou de réduire tous les salaires -- ce qui semble très peu vraisemblable --, ou encore de réduire le personnel. Qu'ils le veuillent ou non, les conseils scolaires devront automatiquement se résigner soit à des augmentations au poste des salaires, soit à une réduction de leur personnel. C'est là l'une des incidences les plus coûteuses de la baisse de la population scolaire, simple corollaire du vieillissement du personnel.

Mais les facteurs les plus importants qui affecteront les salaires n'ont rien à voir avec la diminution du nombre d'élèves. Il s'agit de l'inflation et de la nécessité inéluctable, selon nous, que les salaires des enseignants puissent au moins rattraper l'inflation, qui avoisinera rapidement à nouveau 10%. Je sais fort bien que le gouvernement fédéral et les provinces ont procédé à la compression réelle ou apparente de certains programmes, et que les municipalités (mais pas encore les conseils scolaires) semblent avoir accepté un plafond d'augmentation de 6% de leurs dépenses l'an prochain. Mais aucun gouvernement ne cherche les moyens d'augmenter les revenus. Je m'étonne qu'à tous les niveaux, on continue à recourir aux emprunts pour financer les déficits, voire pour les dépenses d'exploitation, comme si l'accroissement de la dette publique n'avait guère d'importance. Il n'est pas nécessaire d'analyser longuement les discours sur les budgets pour voir le lourd fardeau qu'assume déjà le contribuable pour le seul service de la dette, sans même espérer pouvoir, un jour prochain, rembourser le capital. On me dira peut-être que cela n'a aucun rapport avec la baisse des effectifs scolaires, mais je ne suis pas de cet avis. A un taux d'inflation de 10%, non seulement la masse salariale, mais aussi les dépenses totales en matière scolaire doubleront tous les sept ans. Par exemple, en ne tenant compte que d'une inflation de 10%, c'est-à-dire en excluant les surplus à verser aux enseignants plus expérimentés et plus qualifiés, le salaire moyen d'un enseignant du niveau élémentaire sera de $62 000 vers 1990, et celui d'un enseignant du niveau secondaire, de $78 700. La baisse de la clientèle scolaire n'est évidemment pas en cause, et elle peut même aider les écoles à réduire les difficultés économiques. Nous <u>ne devons pas</u> attribuer la responsabilité de ces problèmes purement inflationnistes ou de leur solution à la réduction de la

clientèle scolaire. Je souligne ce point uniquement pour établir clairement que la situation actuelle ne doit pas être imputée au système scolaire.

La baisse des effectifs scolaires a des incidences bien définies sur les périodes de stages et l'embauchage temporaire et permanent. Les conditions actuelles exigeant une certaine souplesse, les contrats à temps partiel et à plein temps doivent également être analysés. Il est évident qu'au cours des 10 à 15 prochaines années, plusieurs conseils scolaires, notamment ceux des villes et des banlieues importantes, devront recourir largement à des contrats d'engagement à court terme dans le cas des enseignants réguliers et de presque toutes les autres catégories de personnel, du moins dans toute la mesure autorisée par les conventions collectives. Malheureusement, d'autres conseils scolaires devront transformer un certain nombre de contrats permanents en contrats à court terme, et de contrats à court terme en licenciements. Il existe maintes façons d'introduire une grande souplesse dans les relations avec le personnel sans qu'il soit nécessaire de réduire considérablement, voire de détruire la sécurité d'emploi -- mais la "sécurité d'emploi" serait alors légèrement différente, en ce sens qu'elle ne porterait plus sur "tel emploi", mais sur "du travail". Cette mesure ne doit pas être confondue, surtout dans le cas des agents de supervision, du personnel-conseil, des coordonnateurs et des administrateurs, avec les engagements temporaires pour une tâche précise, que je recommanderai plus loin.

Les contrats à court terme et les certificats d'enseignement renouvelables devraient amener les enseignants et les conseils scolaires à réexaminer la signification et l'utilité des engagements "permanents" et la validité de la sécurité d'emploi à vie. En effet, même dans la fonction publique, à ma grande surprise, et dans les universités, malgré leurs systèmes rigides de permanence et de liberté, il est possible de mettre fin, pour des motifs valables (qui comprennent la plupart du temps les restrictions budgétaires ou une période de contraintes financières), à un contrat ou un engagement dit "permanent". Cette pratique n'est pas courante, mais elle existe, et dans le contexte économique actuel, elle est utilisée plus souvent que jamais auparavant. De toute évidence, l'expression "poste permanent" a induit bien des employés en erreur. Je ne vois aucune raison de m'opposer aux "contrats temporaires" à court ou à long

terme, mais je crois qu'il faut retenir la notion de l'emploi "continu"[1]. Je fais donc la recommandation suivante:

> Que la notion de l'emploi continu soit retenue pour les engagements à plein temps et à temps partiel.

Cela pourrait être une caractéristique courante des emplois de l'avenir. Ce sera certainement le cas dans le monde de l'éducation, mais aussi dans presque tous les domaines, à mesure que nous entrerons dans la civilisation des loisirs ou, si l'on préfère, de réduction des heures de travail et d'alternance entre la formation et le travail, d'une part, et le travail et les loisirs, d'autre part.

Nous analyserons maintenant les avantages sociaux, notamment les régimes de retraite, dont le coût est et continuera d'être élevé. Mais nous avons peut-être depuis trop longtemps au Canada eu tendance à accorder beaucoup plus d'importance aux compensations financières qu'aux mesures permettant d'éviter ou d'alléger les souffrances humaines. Nous n'avons pas accordé assez d'attention à la possibilité de recourir davantage à ces avantages sociaux pour régler les problèmes découlant de la chute des effectifs scolaires. Comme je l'ai mentionné plus haut, j'ai été étonné de l'ingéniosité avec laquelle des groupes et des particuliers ont présenté à cette Commission des méthodes en vue d'aider leurs collègues par le biais de ces avantages sociaux, même par le recours aux lois et règlements sur l'impôt sur le revenu. Nous avons tendance à oublier que plusieurs de ces mesures fiscales complexes ont été conçues pour aider le contribuable, et non pas seulement pour lui retirer le plus d'argent possible. Récemment, le gouvernement fédéral et les provinces ont eu davantage recours à des mesures fiscales pour soulager le contribuable, et il semble bien que nous nous acheminions vers une forme quelconque de revenu annuel garanti.

Mais au cours des 10 à 15 prochaines années, nous devrons chercher à nous entraider plutôt que d'attendre des solutions du gouvernement. Il se peut même que certaines décisions et mesures gouvernementales, notamment dans le domaine financier, fassent plus de tort que de bien. Dans l'Appendice 8.A de ce chapitre,

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[1] Emploi qui "se continue" d'une année à l'autre, à moins qu'il y soit mis fin.

j'ai réuni toutes les suggestions présentées à cette Commission dans divers mémoires pour nous aider réciproquement au cours de ces années difficiles. J'aimerais faire ressortir deux mesures en particulier: le partage des tâches et l'encouragement à la retraite anticipée, notamment des mesures (y compris le travail à temps partiel et les rentes supplémentaires achetées par les conseils scolaires) qui inciteront un grand nombre d'enseignants à "faire les premiers pas vers une retraite progressive et en douceur". Je fais donc la recommandation suivante:

> Que les enseignants qui prennent leur retraite prématurément puissent travailler jusqu'à 100 jours par année au lieu de 20, sans être pénalisés, jusqu'à l'âge de 65 ans.

J'ai confiance qu'un grand nombre d'enseignants seront intéressés à travailler à temps partiel et à prendre une demi-retraite (sans compter qu'ils constitueraient une banque permanente d'excellents suppléants).

Les Tableaux 8.23A et 8.23B indiquent le nombre possible d'enseignants (du niveau secondaire) qui prendront leur retraite anticipée. Les pp. 280 et 282 de mon premier rapport préliminaire illustrent, jusqu'à la période 2006-2010, la très grande différence résultant de l'utilisation du facteur 90. Dans le cas des écoles élémentaires, le Conseil scolaire de London est présenté à titre d'exemple dans le Tableau 8.22B, et dans le Tableau 8.23B pour les professeurs d'anglais des écoles secondaires de l'Ontario. On remarquera dans ces deux tableaux l'influence du facteur 90. (Des tableaux semblables devront être fournis chaque année aux conseils scolaires.) Si d'autres mesures semblables à l'utilisation du facteur 90 étaient mises en oeuvre pour rendre la retraite anticipée financièrement attrayante, il semble que vers 1986 ou au plus tard 1991, l'érosion normale des effectifs suffirait vraisemblablement à rétablir un certain équilibre des emplois. Les deux évaluations de la caisse de retraite des enseignants m'ont convaincu que nous pouvons nous permettre de puiser (légèrement), si nécessaire, dans les réserves pour pallier la crise d'ici 1986. Je présume, naturellement, que le fonds d'indexation continuera de fonctionner séparément. S'il devait être incorporé au fonds principal, je

TABLEAU 8.22A

NOMBRE D'ENSEIGNANTS DES ÉCOLES ÉLÉMENTAIRES DE L'ONTARIO ADMISSIBLES À LA RETRAITE PAR RAPPORT A L'ENSEMBLE DES ENSEIGNANTS EN 1977-1978

Année de la retraite	Enseignants admissibles à la retraite en fonction de l'âge de 65 ans ou du facteur 90, selon l'éventualité qui survient la première			Enseignants admissibles à la retraite en fonction de l'âge de 65 ans	
	65 ans	Facteur 90	Pourcentage Cumulatif	65 ans	Pourcentage Cumulatif
1978	58	832	1.6	131	0.2
1979	62	270	2.1	139	1.5
1980	64	290	2.8	177	0.8
1981	69	342	3.5	190	1.1
1982	71	350	4.2	200	1.5
1983	60	417	5.0	236	2.2
1984	71	434	5.9	236	2.2
1985	75	457	6.9	284	2.7
1986	103	535	8.0	333	3.3
1987	89	585	9.1	355	3.9
1988	79	651	10.4	401	4.6
1989	93	690	11.8	453	5.4
1990	81	751	13.2	487	6.3
1991	89	910	15.0	494	7.1
1992	76	1,011	16.9	564	8.1
1993	91	1,119	19.0	590	9.1
1994	72	1,385	21.5	626	10.2
1995	85	1,556	24.4	733	11.5
1996	57	1,760	27.6	821	13.0
1997	52	1,845	30.9	799	14.4
1998	38	1,978	34.4	809	15.8
1999	38	2,107	38.2	873	17.3
2000	33	2,253	42.2	1,016	19.1
2001	17	2,573	46.7	1,126	21.0
2002	7	3,055	52.0	1,170	23.1
2003	7	3,506	58.2	1,389	25.5
2004	0	4,041	65.2	1,595	28.3
2005	0	4,227	72.6	1,725	31.3
2006	0	3,809	79.3	1,930	34.7
2007	0	3,305	85.0	2,009	38.2
2008	0	2,971	90.2	2,202	42.0
2009	0	2,577	94.7	2,120	45.7
2010	0	1,984	98.2	2,179	49.5
2011	0	895	99.8	2,932	54.7
Enseignants restants*	0	132	100.0	25,946	100.0

* Ne seront pad admissible à la retraite en 2011.

Remarque: Ensemble des enseignants - 57,634
Moins: aucune date de naissance disponible 394
Total des enseignants de l'échantillon 57,240

TABLEAU 8.22B

NOMBRE D'ENSEIGNANTS DES ÉCOLES ÉLÉMENTAIRES DE L'ONTARIO ADMISSIBLES A LA RETRAITE PAR RAPPORT A L'ENSEMBLE DES ENSEIGNANTS EN 1977-1978, CONSEIL SCOLAIRE DE LONDON

Année de la retraite	Enseignants admissibles à la retraite en fonction de l'âge de 65 ans ou du facteur 90, selon l'éventualité qui survient la première			Enseignants admissibles à la retraite en fonction de l'âge de 65 ans	
	65 ans	Facteur 90	Pourcentage Cumulatif	65 ans	Pourcentage Cumulatif
1978	3	16	1.7	3	0.3
1979	3	6	2.5	4	0.6
1980	1	4	3.0	1	0.7
1981	1	8	3.8	5	1.2
1982	1	8	4.6	2	1.3
1983	3	5	5.3	3	1.6
1984	2	13	6.6	4	2.0
1985	2	8	7.5	4	2.3
1986	2	8	8.4	8	3.0
1987	1	14	9.8	8	3.8
1988	1	13	11.0	8	4.5
1989	3	29	13.9	13	5.7
1990	1	21	15.9	7	6.3
1991	3	17	17.7	8	7.0
1992	3	26	20.3	11	8.0
1993	1	22	22.3	20	9.8
1994	3	46	26.7	14	11.0
1995	0	32	29.6	15	12.4
1996	1	40	33.3	17	13.9
1997	1	38	36.8	26	16.2
1998	1	38	40.3	18	17.8
1999	0	42	44.0	20	19.6
2000	0	38	47.4	29	22.2
2001	0	56	52.5	20	24.0
2002	0	70	58.7	21	25.9
2003	0	70	65.0	23	28.0
2004	0	98	73.8	43	31.8
2005	0	67	79.8	42	35.6
2006	0	78	86.8	35	38.7
2007	0	38	90.2	42	42.5
2008	0	51	94.8	49	46.9
2009	0	30	97.5	45	50.9
2010	0	17	99.0	39	54.4
2011	0	9	99.8	64	60.2
Enseignants restants *	0	2	100.0	444	100.0

* Ne seront pas admissibles à la retraite en 2011.

Remarque: Ensemble des enseignants 1,117
Moins: aucune date de naissance disponible 2
Total des enseignants de l'échantillon 1,115

TABLEAU 8.23A

NOMBRE D'ENSEIGNANTS DES ÉCOLES SECONDAIRES DE L'ONTARIO ADMISSIBLES A LA RETRAITE PAR RAPPORT A L'ENSEMBLE DES ENSEIGNANTS EN 1977-1978

Année de la retraite	Enseignants admissibles à la retraite en fonction de l'âge de 65 ans ou du facteur 90, selon l' ventualité qui survient la première.			Enseignants admissibles à la retraite en fonction de l'âge de 65 ans	
	65 ans	Facteur 90	Pourcentage Cumulatif	65 Ans	Pourcentage Cumulatif
1978	65	264	1.0	83	0.3
1979	84	94	1.6	107	0.6
1980	117	123	2.3	154	1.1
1981	113	137	3.1	156	1.5
1982	135	168	4.0	193	2.1
1983	148	190	5.0	219	2.8
1984	171	217	6.2	255	3.6
1985	221	250	7.7	323	4.6
1986	248	310	9.4	407	5.8
1987	261	314	11.2	443	7.2
1988	247	452	13.3	471	8.7
1989	242	504	15.6	488	10.2
1990	222	584	18.1	556	11.9
1991	215	671	20.8	544	13.5
1992	190	774	23.8	562	15.3
1993	205	1,000	27.5	637	17.2
1994	131	1,052	31.2	645	19.2
1995	114	1,270	35.4	777	21.6
1996	96	1,372	39.9	793	24.1
1997	74	1,316	44.5	791	26.5
1998	56	1,622	49.7	816	29.0
1999	41	1,718	55.1	791	31.4
2000	22	1,862	60.9	887	34.2
2001	82	1,959	67.0	1,089	37.5
2002	13	1,931	73.0	1,049	40.8
2003	4	1,687	78.2	1,149	44.3
2004	0	1,749	83.6	1,219	48.1
2005	0	1,492	88.2	1,334	52.2
2006	0	1,136	91.7	1,394	56.5
2007	0	959	94.7	1,497	61.1
2008	0	755	97.0	1,613	66.0
2009	0	565	98.7	1,607	71.0
2010	0	319	99.7	1,497	75.6
2011	0	84	99.9	1,665	80.7
Enseignants restants*	0	6	100.0	6,262	100.0

* Ne seront pas admissibles à la retraite en 2011.

Remarque:

Ensemble des enseignants	36,666
Moins: aucune date de naissance disponible	4,193
Total des enseignants de l'échantillon	32,473

TABLEAU 8.23B

NOMBRE D'ENSEIGNANTS DES ÉCOLES SECONDAIRES DE L'ONTARIO ADMISSIBLES A LA RETRAITE PAR RAPPORT A L'ENSEMBLE DES ENSEIGNANTS EN 1977-1978

Année de la retraite	Enseignants admissibles à la retraite en fonction de l'âge de 65 ans ou du facteur 90, selon l'éventuality qui survient la première.			Enseignants admissibles à la retraite en fonction de l'âge de 65 ans.	
	65 ans	Facteur 90	Pourcentage Cumulatif	65 ans	Pourcentage Cumulatif
1978	13	18	0.8	14	0.3
1979	8	12	1.2	10	0.6
1980	11	11	1.8	12	0.9
1981	13	11	2.4	18	1.3
1982	15	12	3.0	19	1.8
1983	18	17	3.9	24	2.4
1984	16	20	4.7	22	2.9
1985	16	25	5.7	28	3.6
1986	30	29	7.2	46	4.7
1987	22	18	8.2	39	5.6
1988	25	46	9.9	49	6.8
1989	27	48	11.7	51	8.1
1990	19	50	13.4	48	9.2
1991	20	50	15.1	46	10.4
1992	20	65	17.2	51	11.6
1993	23	79	19.6	54	12.9
1994	10	96	22.2	52	14.2
1995	20	116	25.5	77	16.1
1996	14	138	29.2	93	18.3
1997	12	160	33.4	67	20.0
1998	7	195	38.3	63	21.5
1999	5	222	43.8	82	23.5
2000	5	273	50.6	74	25.3
2001	6	298	58.0	112	28.0
2002	6	317	65.9	113	30.8
2003	0	279	72.7	128	33.9
2004	0	284	79.6	110	36.5
2005	0	238	85.4	194	41.3
2006	0	175	89.6	183	45.7
2007	0	160	93.5	209	50.8
2008	0	131	96.7	233	56.5
2009	0	84	98.7	257	62.7
2010	0	39	99.7	257	69.0
2011	0	12	99.9	266	75.5
Enseignants restants*	0	1	100.0	1,009	100.0

* Ne seront pas admissibles à la retraite en 2011.

Remarque:		
	Ensemble des enseignants	4,767
	Moins: aucune date de naissance disponible	657
	Total des enseignants de l'échantillon	4,110

douterais sérieusement de la solidité actuarielle du plan combiné, à moins que le pourcentage des contributions ne soit augmenté considérablement. Je sais que l'on procède à des évaluations de toutes les caisses de retraite, publiques et privées, et qu'il faudra peut-être abandonner l'indexation des caisses publiques (à moins de les financer indépendamment de la caisse principale, comme c'est le cas de la caisse de retraite des enseignants). L'une des façons les plus efficaces (outre le partage des tâches) pour les enseignants de s'aider les uns les autres serait de faire des pressions pour modifier les règlements de la caisse de retraite en vue de permettre de prendre une retraite anticipée d'ici 1986 sur la base du facteur 85, et de toucher une rente annuelle. Il faudra surveiller attentivement cette caisse tout au cours de cette période, en faire une évaluation actuarielle complète en 1986 et, si nécessaire, augmenter les contributions de temps en temps pour en maintenir la stabilité financière et la santé actuarielle. Je fais donc les recommandations suivantes:

> Que les règlements touchant la caisse de retraite soient modifiés pour permettre, d'ici à 1986, une retraite anticipée sur la base d'un facteur 85.
>
> Que la caisse de retraite soit contrôlée chaque année et qu'une évaluation complète en soit faite en 1986; si nécessaire, que les contributions des employeurs et des employés soient augmentées de temps en temps pour en conserver la valeur.

Je recommande en outre:

> A la lumière de l'évaluation de 1986, des conditions économiques qui prévaudront alors et des perspectives d'avenir, qu'il soit décidé en 1986, soit de garder comme base le facteur 85, soit de revenir au facteur 90 ou à l'âge de 65 ans, ou d'adopter l'âge de 70 ans.

Je désire attirer l'attention sur deux points. Tout d'abord, la retraite anticipée doit être laissée à la seule discrétion des intéressés. Ensuite, différents moyens doivent être mis en oeuvre, tels que l'achat de rentes annuelles par les conseils scolaires, l'emploi à temps partiel, ou d'autres moyens tels que le paiement anticipé des contributions correspondantes de manière à éviter de pénaliser ceux qui choisissent de prendre leur retraite prématurément (définitivement ou partiellement), car un grand nombre choisiront une demi-retraite autant par sens du devoir que par désir sincère d'aider leurs collègues.

Bien que toutes les suggestions de l'Appendice 8.A méritent d'être examinées avec soin et que certaines intéressent particulièrement certains conseils scolaires et groupes d'enseignants, je fais la recommandation suivante:

> Que le monde de l'éducation se sensibilise de plus en plus aux réalités suivantes:
>
> (a) Retraite anticipée
>
> (b) Partage des tâches, notamment l'enseignement aux cours du soir ou d'été
>
> (c) Elimination des classes nombreuses
>
> (d) Encouragement aux divers types d'emploi à temps partiel
>
> (e) Promotions ou mutations, échanges et congés[1]
>
> (f) Formation en cours d'emploi, notamment cours de recyclage et travail, pédagogique ou non, dans le commerce ou l'industrie.

Ce sont là des sujets de négociation, qui pourraient faire partie des prochaines conventions collectives.

Deux exigences n'ont plus leur raison d'être et alarment inutilement les enseignants: l'obligation pour l'enseignant de présenter sa démission le 30 novembre ou le 31 mai au plus tard, selon qu'elle doit entrer en vigueur à la fin de l'année civile ou de l'année scolaire. Les conseils scolaires, aux prises avec un excédent de personnel, n'ont plus besoin de ce genre de protection, sans compter qu'un avis d'un mois pour l'abandon d'un poste professionnel est non seulement insuffisant, mais ridicule. Les conseils scolaires ont le droit d'exiger qu'un enseignant, dont la lettre de démission est parvenue trop tard ou à une autre date, termine son contrat, mais j'en connais très peu qui se sont prévalus de ce droit. C'est en effet rendre un très mauvais service aux élèves, obligés d'assister aux cours, que de leur imposer la présence d'un enseignant qui veut quitter son emploi. Je fais donc la recommandation suivante:

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[1] Voir: Industrial Inquiry Commission on Educational Leave and Productivity, nommée par le ministère fédéral du Travail, 150 Main Street West, Hamilton L8T 1H8.

Que les exigences actuelles touchant les avis de démission soient remplacées par une disposition incorporée aux conventions collectives négociées entre les conseils scolaires et les enseignants et précisant que l'intention de démissionner doit être signifiée le plus tôt possible, de préférence un an avant la fin de l'emploi.

L'envers de cette médaille n'est guère plus reluisant: un jour ou deux avant le 1er mai, certains conseils scolaires avisent un grand nombre d'enseignants excédentaires "possibles" que leurs services ne seront plus requis après le 30 juin.[1] Cet avis, qui laisse un délai trop court (deux mois seulement) aux enseignants pour se trouver un emploi à la mesure de leur compétence, permet à certains conseils scolaires de se livrer à une sorte de jeu -- congédier leurs enseignants à la fin d'avril (en mettant souvent fin à un contrat permanent ou continu), puis les réengager, ou du moins la plupart d'entre eux, dans les quatre mois suivant (souvent même avant la fin de juin), mais sur la base d'un contrat temporaire d'un an ou, au plus, deux ans. Je suis d'avis que c'est là une pratique malhonnête de la part d'un conseil scolaire et qu'il est inhumain de traiter ainsi des employés compétents et fidèles. Tout administrateur digne de ce nom doit être en mesure d'aviser au moins un an à l'avance les intéressés et le conseil scolaire du nombre d'enseignants excédentaires. Qu'il se glisse une erreur ou deux par année ne prête pas à conséquence. Je fais donc la recommandation suivante:

Que les conseils scolaires soient tenus de donner un avis de congédiement d'au moins un an (12 mois) aux employés excédentaires. Si les services de l'employé ainsi avisé sont encore requis dans les 24 mois, cet employé sera réintégré dans ses fonctions avec tous ses droits, privilèges et avantages antérieurs.

Les besoins en personnel enseignant sont évidemment déterminés par le nombre d'élèves et, au niveau secondaire, les besoins par matière sont déterminés en grande partie par les options choisies par les élèves (à l'intérieur des programmes-cadres du ministère).

Les Tableaux 8.19 et 8.20 donnent les chiffres globaux sur les besoins en enseignants, par rapport aux effectifs, dans les écoles élémentaires et

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[1] J'ai remarqué avec plaisir que le conseil scolaire de Toronto n'a pas suivi cette pratique cette année.

secondaires. Les renseignements sont donnés à partir de 1962, alors que le taux des naissances à fléchi pour la première fois (la première baisse des effectifs scolaires remonte à 1971, année où l'immigration n'a pu compenser la baisse des naissances), et les projections vont jusqu'à 2001, à partir des chiffres réels pour 1977. Elles indiquent le nombre d'élèves, le nombre d'enseignants, l'augmentation ou la diminution, et la demande de remplacement. Les besoins en personnel enseignant ont été calculés à partir du nombre existant d'enseignants et des nouveaux engagements[1], à l'aide de ratios sur les départs prévus en fonction de l'âge du personnel enseignant et des ratios passés et présents de retour au travail. Naturellement, la demande fléchit et entraîne un excédent de personnel (voir le modèle FLEXOR de Hansen, fondé sur des données et des hypothèses légèrement différentes, mais dont les résultats concordent en général avec ceux de cette section, confirmant la tendance générale à un excédent de personnel).

Beaucoup d'autres renseignements sont fournis sur les écoles secondaires, les projections ayant été faites par matière enseignée. Ainsi, dans les Tableaux 8.24 à 8.32 qui suivent, nous présentons l'évolution (chiffres réels et projections) des besoins en nouveaux enseignants de 1973 à 1987, à partir de deux hypothèses (les parties A et B des Tableaux 8.28 et 8.29). Selon l'hypothèse A, les besoins en nouveaux enseignants diplômés équivaudraient à 70% des nouveaux engagements; selon l'hypothèse B, le nombre de nouveaux diplômés serait de 1 000 en 1979 et se maintiendrait à ce niveau jusqu'en 1987. Ces tableaux sont les suivants:

8.24: Evolution des effectifs des écoles secondaires, du nombre d'élèves par classe et du nombre d'enseignants, par matière, 1973-1977

8.25: Projections sur les effectifs des écoles secondaires jusqu'en 1987, par matière, en fonction du nombre d'élèves par classe

8.26: Projection sur les besoins en enseignants dans les écoles secondaires, par matière, y compris les nouveaux enseignants embauchés

8.27A: Projections sur les nouveaux diplômés enseignant dans les écoles secondaires, par matière

8.27B: Projection sur les nouveaux diplômés enseignant dans les écoles secondaires, par matière.

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[1] Pour les données sur les départs et les nouveaux enseignants, voir également les Tableaux 11 à 14 du deuxième rapport préliminaire.

8.28A: Projections sur le nombre d'enseignants dans les écoles secondaires, par matière
8.28B: Projections sur le nombre d'enseignants dans les écoles secondaires, par matière

8.29A: Projections sur le surplus ou le manque d'enseignants dans les écoles secondaires de l'Ontario, par matière
8.29B: Projections sur le surplus ou le manque d'enseignants dans les écoles secondaires de l'Ontario, par matière

8.30: Nouveaux enseignants dans les écoles secondaires de l'Ontario, chiffres réels et projections

8.31: Départs des enseignants des écoles secondaires de l'Ontario, chiffres réels et projections

Selon nos hypothèses, et dans presque toutes les matières (sauf peut-être pour les matières suivantes: Français, French, Enseignement des langues, Home Economics), on comptera vraisemblablement de 15 000 à 31 000 enseignants excédentaires d'ici 1987. Cet excédent de personnel sera particulièrement aigu dans les matières suivantes: anglais, histoire, sciences, éducation physique, matières commerciales, matières professionnelles et autres matières classées comme administratives. Souhaitons que ces prévisions, de même que celles de Hansen, parviennent aux facultés de pédagogie, des arts et des sciences et aux conseillers en orientation. Il est malheureux de constater que du point de vue de possibilités d'emploi dans le contexte actuel, bien des jeunes n'ont malheureusement pas choisi la bonne spécialité ou la bonne profession.

8.3 Personnel administratif

Malgré la publicité qui entoure la chute des effectifs scolaires et ses incidences sur le personnel, il s'est dit très peu de choses sur le personnel administratif ou le personnel de soutien, si j'exclus les quelques commentaires négatifs que j'ai lus et entendus sur le nombre des administrateurs (dont l'utilité était implicitement ou ouvertement mise en doute, et le salaire élevé critiqué). Les réductions systématiques du personnel des bureaux centraux au cours des dernières années, du moins dans les conseils scolaires les plus sévèrement atteints par la baisse de leur clientèle, ont été pratiquement passées sous silence. Ces réductions de personnel ne se font évidemment pas instantanément, les personnes mutées ou congédiées ne l'étant généralement pas du jour au lendemain,

TABLEAU 8.24

HISTORIC DATA ON SECONDARY SCHOOL ENROLMENT, AND CLASS SIZE (CALCULATED), BY SUBJECTS AND TOTAL, 1973 TO 1977

MATIÈRE	EFFECTIFS A TEMPS PLEIN (CHIFFRES REELS)					NOMBRE D,ELEVES PAR CLASSE (CHIFFRES REELS)					ENSEIGNANTS A TEMPS PLEIN (CHIFFRES REELS)				
	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977
ENGLISH	79,383	80,789	83,042	84,952	85,880	26.3	26.1	26.0	25.8	25.4	3,562	3,653	3,769	3,885	3,990
FRENCH	27,504	26,448	26,769	27,457	27,610	23.9	23.8	23.9	24.4	24.4	1,358	1,311	1,322	1,328	1,335
FRANCAIS	4,092	4,187	4,172	4,241	4,114	24.5	24.5	24.3	24.4	24.5	197	202	203	205	198
ETUDES CLASSIQUES	2,321	2,124	2,026	1,996	1,693	16.6	17.0	17.3	17.9	17.2	165	147	138	132	117
AUTRES LANGUES	4,805	4,795	4,706	4,512	4,185	19.0	18.6	18.6	18.7	18.4	298	304	299	285	268
HISTOIRE	34,766	36,110	36,737	36,806	38,678	26.1	26.2	26.4	26.2	26.0	1,572	1,626	1,642	1,658	1,755
ETUDES SOCIALES	14,191	16,598	17,947	18,687	18,709	26.7	27.1	27.3	27.1	26.9	627	723	776	814	821
GEOGRAPHIE	39,499	38,991	40,209	40,454	39,281	26.5	26.4	26.5	26.4	25.9	1,759	1,739	1,790	1,808	1,790
MUSIQUE	10,666	11,281	11,678	11,561	11,360	22.4	22.3	22.1	21.4	21.5	562	597	624	637	623
MATHEMATIQUES	76,410	78,829	82,038	84,157	84,584	26.0	26.0	26.0	25.8	25.6	3,468	3,578	3,723	3,849	3,899
PHYSIQUE	10,640	10,639	11,155	11,101	10,811	26.1	26.1	26.0	25.9	25.6	481	481	506	506	498
CHIMIE	13,041	12,663	13,077	12,866	12,338	25.6	25.4	25.6	25.2	24.9	601	588	603	602	585
SCIENCES	48,955	49,678	51,214	51,788	52,341	26.5	26.5	26.4	26.1	26.1	2,180	2,212	2,289	2,341	2,366
HOME ECONOMICS	22,074	22,593	22,667	23,255	22,848	20.4	20.3	20.9	21.1	21.2	1,277	1,313	1,280	1,301	1,272
EDUCATION PHYSIQUE	54,194	53,762	55,717	55,335	55,163	25.2	26.5	26.6	26.2	25.6	2,538	2,394	2,472	2,492	2,543
BEAUX-ARTS	22,147	22,445	23,620	24,481	24,376	22.6	22.3	22.6	22.4	22.5	1,156	1,188	1,233	1,290	1,278
ETUDES COMMERCIALES	62,021	59,895	58,185	57,593	57,576	25.4	25.2	25.2	25.1	25.2	2,881	2,805	2,725	2,708	2,696
VOCATIONAL	55,978	55,267	58,326	60,175	60,874	16.0	15.9	16.5	16.5	16.4	4,128	4,102	4,171	4,303	4,380
AUTRE	3,036	2,634	1,873	1,640	1,401	20.8	19.8	23.3	21.7	21.7	172	157	95	89	76
BIBLIOTHEQUE & SUPERVISION	0	0	0	0	0	0.0	0.0	0.0	0.0	0.0	869	874	890	907	915
GUIDANCE & COUNSELLING	0	0	0	0	0	0.0	0.0	0.0	0.0	0.0	1,449	1,456	1,483	1,512	1,525
ADMINISTRATION	0	0	0	692	0	0.0	0.0	0.0	0.0	0.0	3,188	3,202	3,263	3,326	3,354

TABLEAU 8.25

PROJECTIONS SUR LES EFFECTIFS DES ÉCOLES SECONDAIRES JUSQU'EN 1987, PAR MATIERE, EN FONCTION DU NOMBRE D'ÉLÈVES PAR CLASSE

MATIÈRE	EFFECTIFS À TEMPS PLEIN											NOMBRE D'ÉLÈVES PAR CLASSE						
	ACTUAL 1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	ACTUAL 1977	1978	1979	1980	1981	1982	1987
ENGLISH	85,880	84,980	83,884	81,161	77,433	73,907	71,496	70,682	70,304	69,519	68,563	25.4	25.7	25.6	25.6	25.7	25.6	25.6
FRENCH	27,610	27,393	27,040	26,139	24,953	23,814	23,035	22,775	22,652	22,399	22,092	24.4	24.2	24.3	24.3	24.3	24.3	24.3
FRANCAIS	4,114	4,193	4,115	3,958	3,798	3,618	3,498	3,462	3,441	3,403	3,357	24.5	24.4	24.4	24.4	24.4	24.4	24.4
ETUDES CLASSIQUES	1,699	1,916	1,840	1,738	1,701	1,609	1,553	1,542	1,530	1,513	1,494	17.2	17.5	17.5	17.4	17.5	17.5	17.5
AUTRES LANGUES	4,185	4,488	4,324	4,141	4,010	3,803	3,677	3,644	3,619	3,579	3,531	18.4	18.6	18.6	18.5	18.5	18.5	18.5
HISTOIRE	38,678	37,564	37,070	36,100	34,296	32,756	31,718	31,330	31,170	30,826	30,397	26.0	26.2	26.1	26.1	26.1	26.1	26.1
ETUDES SOCIALES	18,709	18,524	18,337	17,705	16,899	16,136	15,603	15,428	15,346	15,173	14,965	26.9	27.1	27.0	27.0	27.0	27.0	27.0
GEOGRAPHIE	39,281	40,154	39,314	37,835	36,325	34,587	33,443	33,099	32,902	32,536	32,094	25.9	26.3	26.2	26.1	26.2	26.2	26.2
MUSIQUE	11,360	11,583	11,315	10,915	10,471	9,967	9,642	9,541	9,484	9,379	9,251	21.5	21.7	21.5	21.6	21.6	21.6	21.6
MATHEMATIQUES	84,584	83,944	82,859	80,092	76,463	72,972	70,583	69,788	69,411	68,636	67,694	25.6	25.8	25.7	25.7	25.7	25.7	25.7
PHYSIQUE	10,811	11,070	10,815	10,417	10,003	9,521	9,208	9,113	9,058	8,958	8,836	25.6	25.8	25.8	25.7	25.8	25.8	25.8
CHIMIE	12,338	12,817	12,468	11,987	11,541	10,972	10,610	10,506	10,440	10,324	10,185	24.9	25.2	25.1	25.1	25.1	25.1	25.1
SCIENCES	52,341	52,000	51,197	49,554	47,307	45,128	43,663	43,169	42,933	42,456	41,873	26.1	26.2	26.1	26.1	26.2	26.1	26.2
HOME ECONOMICS	22,848	23,020	22,666	21,836	20,911	19,937	19,277	19,071	18,963	18,750	18,495	21.2	21.1	21.1	21.1	21.1	21.1	21.1
EDUCATION PHYSIQUE	55,163	55,644	54,481	52,661	50,411	48,023	46,464	45,960	45,695	45,189	44,571	25.6	26.1	26.0	25.9	26.0	26.0	26.0
BEAUX-ARTS	24,376	24,260	23,976	23,134	22,103	21,096	20,399	20,172	20,063	19,838	19,567	22.5	22.5	22.5	22.5	22.5	22.5	22.5
ETUDES COMMERCIALES	57,576	58,034	56,796	54,929	52,571	50,079	48,458	47,929	47,653	47,126	46,481	25.2	25.2	25.2	25.2	25.2	25.2	25.2
VOCATIONAL	60,874	60,041	59,382	57,442	54,776	52,303	50,592	50,012	49,748	49,192	48,515	16.4	16.5	16.5	16.4	16.5	16.5	16.5
AUTRE	1,401	1,646	1,537	1,461	1,437	1,352	1,307	1,299	1,288	1,274	1,258	21.7	22.2	21.9	21.9	22.0	21.9	22.0
BIBLIOTHEQUE & SUPERVISION	0	0	0	0	0	0	0	0	0	0	0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
GUIDANCE & COUNSELING	0	0	0	0	0	0	0	0	0	0	0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
ADMINISTRATIVE	0	0	0	0	0	0	0	0	0	0	0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
TOTAL, TOUTES LES MATIERES	613,830	613,274	603,415	583,206	557,412	531,581	514,224	508,522	505,703	500,072	493,220	23.8	23.9	23.9	23.9	23.9	23.9	23.9

TABLEAU 8.26

PROJECTIONS SUR LES BESOINS EN ENSEIGNANTS DANS LES ECOLES SECONDAIRES,
PAR MATIERE, Y COMPRIS LES NOUVEAUX ENSEIGNANTS EMBAUCHES

MATIÈRE	BESOINS EN ENSEIGNANTS À TEMPS PLEIN											DEMANDE DE NOUVEAUX ENSEIGNANTS (NOUVEAUX EMBAUCHÉS) À TEMPS PLEIN										
	1977 (CHIFFRES RÉELS)	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	ACTUAL 1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
ENGLISH	3,990	3,897	3,860	3,742	3,561	3,402	3,292	3,253	3,237	3,200	3,156	227	63	112	27	0	0	21	85	104	84	76
FRENCH	1,335	1,334	1,311	1,268	1,212	1,155	1,118	1,105	1,099	1,087	1,072	75	66	48	27	12	9	25	45	52	45	42
FRANCAIS	198	203	199	191	183	175	169	167	166	164	162	11	23	13	10	9	8	9	12	14	13	13
ETUDES CLASSIQUES	117	129	124	118	115	109	105	104	103	102	101	- 7	14	0	0	0	0	0	1	2	2	2
AUTRES LANGUES	268	285	275	264	255	242	234	232	230	228	225	0	29	4	2	4	0	4	10	9	9	8
HISTOIRE	1,755	1,692	1,674	1,631	1,548	1,479	1,432	1,414	1,407	1,392	1,372	126	0	26	0	0	0	0	18	28	20	15
ETUDES SOCIALES	821	807	800	773	737	704	681	673	670	662	653	40	15	23	4	0	0	4	18	22	17	15
GEOGRAPHIE	1,790	1,804	1,771	1,709	1,637	1,560	1,509	1,492	1,484	1,467	1,447	13	61	13	0	0	0	0	20	28	19	16
MUSIQUE	623	631	620	597	572	546	528	522	519	513	506	28	46	28	17	13	10	16	27	29	27	25
MATHEMATIQUES	3,899	3,839	3,799	3,676	3,504	3,346	3,237	3,200	3,183	3,147	3,104	153	63	80	0	0	0	0	-63	81	62	54
PHYSIQUE	498	506	495	478	458	436	422	417	415	410	405	4	17	0	0	- 4	- 7	0	4	7	4	4
CHIMIE	585	599	586	564	542	516	499	493	491	485	478	0	29	3	0	0	- 4	0	7	11	7	5
SCIENCES	2,366	2,342	2,312	2,237	2,134	2,037	1,970	1,948	1,937	1,916	1,889	100	46	43	0	0	0	0	39	49	39	32
HOME ECONOMICS	1,272	1,289	1,266	1,219	1,169	1,114	1,077	1,066	1,060	1,048	1,034	57	122	84	53	52	42	54	76	80	73	70
EDUCATION PHYSIQUE	2,543	2,512	2,475	2,399	2,287	2,183	2,112	2,088	2,077	2,054	2,025	131	69	60	17	0	0	13	56	67	56	49
BEAUX-ARTS	1,278	1,272	1,259	1,214	1,160	1,107	1,071	1,059	1,053	1,041	1,027	72	71	65	34	22	20	33	54	59	53	50
ETUDES COMMERCIALES	2,696	2,721	2,664	2,575	2,465	2,348	2,272	2,247	2,234	2,210	2,179	69	126	50	9	0	0	13	60	70	59	52
VOCATIONAL	4,380	4,303	4,258	4,123	3,928	3,752	3,629	3,587	3,569	3,529	3,480	191	59	84	0	0	0	0	67	89	67	56
AUTRE	76	87	83	79	77	73	70	70	69	68	68	- 6	14	1	0	2	0	0	3	2	2	3
BIBLIOTHEQUE & SUPERVISION	915	908	895	866	826	789	763	754	750	742	731	39	28	22	6	3	2	6	20	24	20	18
GUIDANCE & COUNSELING	1,525	1,513	1,492	1,443	1,377	1,314	1,271	1,257	1,250	1,236	1,219	64	47	37	10	6	4	10	33	40	33	29
ADMINISTRATIVE	3,354	3,328	3,281	3,174	3,030	2,891	2,797	2,765	2,750	2,720	2,682	141	103	81	22	12	9	21	73	88	72	65
TOTAL, TOUTES LES MATIERES	36,284	36,001	35,499	34,340	32,777	31,278	30,258	29,913	29,753	29,421	29,015	1,528	1,111	877	238	131	93	229	791	955	783	699

TABLEAU 8.27A

PROJECTIONS SUR LES NOUVEAUX DIPLÔMÉS ENSEIGNANT DANS LES ÉCOLES SECONDAIRES[1], PAR MATIÈRE

Matière	Nouveaux diplômés enseignant à temps plein										
	1977 chiffres réels	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
English	265	140	87	33	8	3	31	75	86	75	74
French	157	74	46	18	4	2	17	41	47	41	40
Français	21	10	6	2	1	0	2	5	6	5	5
Etudes classiques	45	21	13	5	1	0	5	11	13	12	11
Autres langues	5	3	2	1	0	0	1	1	2	1	1
Histoire	147	88	55	20	5	2	19	47	54	47	46
Etudes sociales	100	64	40	14	3	1	14	34	38	34	33
Géographie	171	76	50	19	4	2	18	43	50	43	43
Musique	71	38	24	9	2	1	8	20	23	20	20
Mathématiques	115	62	39	15	3	1	14	34	38	34	33
Physique	16	9	5	2	0	0	2	5	5	5	5
Chimie	29	18	11	4	1	0	4	10	11	10	9
Sciences	286	107	74	30	6	2	27	65	74	65	64
Home Economics	55	29	18	7	2	1	6	16	18	16	16
Education Physique	325	175	106	41	9	3	38	93	106	93	92
Beaux-arts	136	70	46	17	4	1	16	39	44	39	38
Etudes commerciales	163	79	50	19	4	2	18	44	50	44	43
Vocational	79	34	23	9	2	1	8	20	23	20	19
Autre	438	177	112	46	10	4	42	100	115	101	99
Bibliothèque & supervis.	79	38	24	9	2	1	9	21	24	21	21
Guidance & Counseling	131	64	40	16	3	1	15	35	40	35	35
Administration	289	140	89	34	8	3	32	77	88	78	76
Total, toutes les matières	3,123	1,516	960	370	82	31	346	836	955	839	823

[1]Projections fondées sur l'hypothèse que le nombre des nouveaux diplômés représenterait 70% des nouveaux ambauchés.

TABLEAU 8.27B

PROJECTIONS SUR LES NOUVEAUX DIPLÔMÉS ENSEIGNANT DANS LES ÉCOLES SECONDIAIRES[1], PAR MATIÈRE

Matière	Nouveaux diplômés enseignant à temps plein										
	1977 chiffres réels	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
English	265	138	90	89	90	90	90	90	90	90	90
French	157	74	48	49	49	49	49	49	49	49	49
Français	21	10	6	7	6	6	6	6	6	6	6
Etudes classiques	45	21	14	14	14	14	14	14	14	14	14
Autres langues	5	3	2	2	2	2	2	2	2	2	2
Histoire	147	87	57	54	57	56	56	56	56	56	56
Etudes sociales	100	63	41	38	41	40	40	40	40	40	40
Géographie	171	75	52	52	51	52	52	52	52	52	52
Musique	71	37	25	24	25	24	24	24	24	24	24
Mathématiques	115	61	41	40	40	40	40	40	40	40	40
Physique	16	9	6	6	6	6	6	6	6	6	6
Chimie	29	18	12	11	12	12	11	12	11	11	11
Sciences	286	106	77	80	76	78	78	77	78	77	77
Home Economics	55	29	19	19	19	19	19	19	19	19	19
Education physique	325	173	110	110	112	111	111	111	111	111	111
Beaux-arts	136	69	48	46	47	47	46	47	47	46	46
Etudes commerciales	163	78	52	52	52	52	52	52	52	52	52
Vocational	79	33	24	24	23	24	24	23	24	24	24
Autre	438	176	116	124	119	120	121	120	120	121	120
Bibliothèque & supervis.	79	38	25	25	25	25	25	25	25	25	25
Guidance & Counseling	131	63	42	42	42	42	42	42	42	42	42
Administration	289	139	92	93	93	93	93	92	93	92	92
Total, toutes les matières	3,123	1,500	999	1,001	1,001	1,002	1,001	999	1,001	999	998

[1] Projections fondées sur l'hypothèse que le nombre des nouveaux diplômés serait réduit à 1,000 en 1979 et resterait à ce niveau jusqu'en 1987.

TABLEAU 8.28A

PROJECTIONS SUR LE NOMBRE D'ENSEIGNANTS DANS LES ÉCOLES SECONDIARES[1], PAR MATIÈRE

Matière	Nombre d'enseignants à temps plein										
	1977 chiffres rééls	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
English	3,990	3,979	3,912	3,798	3,657	3,517	3,413	3,359	3,319	3,269	3,220
French	1,335	1,342	1,315	1,262	1,197	1,133	1,039	1,072	1,062	1,047	1,031
Français	198	189	178	164	150	136	125	118	113	107	102
Etudes classiques	117	136	146	147	144	140	141	148	157	165	172
Autres langues	268	257	246	234	222	210	200	191	183	174	166
Histoire	1,755	1,799	1,807	1,783	1,742	1,699	1,675	1,680	1,692	1,697	1,701
Etudes sociales	821	857	865	846	817	786	770	775	784	789	793
Géographie	1,790	1,819	1,823	1,799	1,757	1,715	1,691	1,692	1,701	1,702	1,703
Musique	623	622	607	576	541	507	482	471	464	454	445
Mathématiques	3,899	3,837	3,754	3,654	3,541	3,430	3,337	3,266	3,202	3,136	3,071
Physique	498	497	490	481	470	459	450	445	440	435	430
Chimie	585	587	582	570	555	540	529	525	522	518	513
Sciences	2,366	2,404	2,404	2,358	2,290	2,220	2,178	2,176	2,183	2,181	2,178
Home Economics	1,272	1,188	1,102	1,018	931	852	786	735	691	649	610
Education physique	2,543	2,623	2,629	2,571	2,479	2,385	2,332	2,338	2,357	2,362	2,366
Beaux-arts	1,278	1,270	1,237	1,175	1,104	1,034	984	961	945	925	905
Etudes commerciales	2,696	2,671	2,616	2,539	2,445	2,353	2,282	2,240	2,206	2,167	2,128
Vocational	4,380	4,277	4,171	4,056	3,934	3,816	3,709	3,617	3,531	3,444	3,359
Autre	76	257	360	390	381	366	391	475	571	648	719
Bibliothèque & supervis.	915	918	907	883	851	819	797	789	784	776	768
Guidance & Counseling	1,525	1,531	1,512	1,471	1,418	1,365	1,328	1,314	1,306	1,293	1,281
Administration	3,354	3,367	3,327	3,236	3,119	3,003	2,922	2,891	2,874	2,846	2,817
Total, toutes les matières	36,284	36,427	35,990	35,011	33,745	32,485	31,611	31,278	31,087	30,784	30,478

[1] Projections fondées sur le Tableau 8.27A

TABLEAU 8.28B

PROJECTIONS SUR LE NOMBRE D'ENSEIGNANTS DANS LES ÉCOLES SECONDAIRES[1], PAR MATIÈRE

Matière	Nombre d'enseignants à temps plein										
	1977 chiffres réels	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
English	3,990	3,976	3,913	3,858	3,801	3,747	3,697	3,648	3,601	3,556	3,512
French	1,335	1,342	1,317	1,296	1,277	1,258	1,241	1,224	1,208	1,193	1,179
Français	198	189	178	169	159	150	142	135	129	123	118
Etudes classiques	117	136	147	157	167	177	187	196	205	214	223
Autres langues	268	257	246	235	225	215	206	197	189	181	174
Histoire	1,755	1,798	1,808	1,819	1,830	1,840	1,851	1,861	1,871	1,880	1,889
Etudes sociales	821	856	865	870	879	886	893	900	907	913	919
Géographie	1,790	1,818	1,824	1,834	1,839	1,846	1,853	1,860	1,867	1,874	1,880
Musique	623	621	607	592	579	566	554	543	532	522	513
Mathématiques	3,899	3,836	3,755	3,680	3,604	3,531	3,461	3,393	3,327	3,263	3,201
Physique	498	497	491	486	481	476	471	466	461	456	452
Chimie	585	587	583	578	574	571	567	564	560	556	552
Sciences	2,366	2,403	2,406	2,411	2,413	2,417	2,421	2,424	2,427	2,429	2,431
Home Economics	1,272	1,188	1,103	1,032	962	899	842	790	742	698	658
Education physique	2,543	2,621	2,631	2,645	2,658	2,670	2,682	2,693	2,704	2,714	2,724
Beaux-arts	1,278	1,269	1,238	1,206	1,178	1,151	1,125	1,102	1,080	1,058	1,038
Etudes commerciales	2,696	2,670	2,617	2,574	2,528	2,484	2,443	2,403	2,365	2,328	2,292
Vocational	4,380	4,276	4,171	4,071	3,970	3,874	3,781	3,690	3,603	3,518	3,436
Autre	76	256	363	474	574	670	763	850	933	1,013	1,088
Bibliotheque & supervis.	915	918	908	900	891	883	875	868	861	855	848
Guidance & counseling	1,525	1,530	1,513	1,499	1,485	1,471	1,459	1,447	1,436	1,424	1,414
Administration	3,354	3,366	3,329	3,299	3,267	3,237	3,210	3,183	3,158	3,134	3,111
Total, toutes les matières	36,284	36,410	36,013	35,685	35,341	35,019	34,724	34,437	34,166	33,902	33,652

[1] Projections fondées sur le Tableau 8.27B

TABLEAU 8.29A

PROJECTIONS SUR LE SURPLUS OU LE MANQUE D'ENSEIGNANTS DANS LES ÉCOLES SECONDAIRES DE L'CNTARIO, PAR MATIÈRE
(projections fondées sur le Tableau 8.28A)

Matière	Nombre d'enseignants excédentaires à templs plein - Offre moins demande										
	1977 chiffres réels	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
English	0	82	52	56	96	115	121	106	82	69	64
French	0	8	4	- 6	- 15	- 22	- 29	- 33	- 37	- 40	- 41
Français	0	- 14	- 21	- 27	- 33	- 39	- 44	- 49	- 53	- 57	- 60
Etudes classiques	0	7	22	29	29	31	36	44	54	63	71
Autres langues	0	- 28	- 29	- 30	- 33	- 32	- 34	- 41	- 47	- 54	- 59
Histoire	0	107	133	152	194	220	243	266	285	305	329
Etudes sociales	0	50	65	73	80	82	89	102	114	127	140
Géographie	0	15	52	90	120	155	182	200	217	235	256
Musique	0	9	- 13	- 21	- 31	- 39	- 46	- 51	- 55	- 59	- 61
Mathématiques	0	2	- 45	- 22	37	84	100	66	19	- 11	- 33
Physique	0	9	- 5	3	12	23	28	28	25	25	25
Chimie	0	- 12	- 4	6	13	24	30	32	31	33	35
Sciences	0	62	92	121	156	183	208	228	246	265	289
Home Economics	0	-101	-164	-201	-238	-262	-291	-331	-369	-399	-424
Education physique	0	111	154	172	192	202	220	250	280	308	341
Beaux-arts	0	- 2	- 22	- 39	- 56	- 73	- 87	- 98	-108	-116	-122
Etudes commerciales	0	- 50	- 48	- 36	- 20	5	10	- 7	- 28	- 43	- 51
Vocational	0	- 26	- 87	- 67	6	64	80	30	- 38	- 85	-121
Autre	0	170	277	311	304	293	321	405	502	580	651
Bibliotheque & supervis.	0	10	12	17	25	30	34	35	34	34	37
Guidance & counseling	0	18	20	28	41	51	57	56	56	57	62
Administration	0	39	46	62	89	112	125	126	124	126	135
Total, toutes les matières	0	426	491	671	968	1,207	1,353	1,365	1,334	1,363	1,463

TABLEAU 8.29B

PROJECTIONS SUR LE SURPLUS OU LE MANQUE D'ENSEIGNANTS DANS LES ECOLES SECONDIARES DE L'ONTARIO, PAR MATIERE (projections fondées sur le Tableau 8.28)

Matière	Nombre d'enseignants excédentaires à templs plein - Offre moins demande										
	1977 chiffres réels	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
English	0	79	53	116	240	345	405	395	364	356	356
French	0	8	6	28	65	103	123	119	109	106	107
Français	0	- 14	- 21	- 22	- 24	- 25	- 27	- 32	- 37	- 41	- 44
Etudes classiques	0	7	23	39	52	68	32	92	102	112	122
Autres langues	0	- 28	- 29	- 29	- 30	- 27	- 28	- 35	- 41	- 47	- 51
Histoire	0	106	134	188	282	361	419	447	464	488	517
Etudes sociales	0	49	65	97	142	182	212	227	237	251	266
Géographie	0	14	53	125	202	286	344	368	383	407	433
Musique	0	- 10	- 13	- 5	7	20	26	21	13	9	7
Mathématiques	0	- 3	- 44	4	100	185	224	193	144	116	97
Physique	0	- 9	- 4	8	23	40	49	49	46	46	47
Chimie	0	- 12	- 3	14	32	55	68	71	69	71	74
Sciences	0	61	94	174	279	380	451	476	490	513	542
Home Economics	0	-101	-163	- 187	- 207	- 215	- 235	- 276	- 318	- 350	- 376
Education physique	0	109	156	246	371	487	570	605	627	660	699
Beaux-arts	0	- 3	- 21	- 8	18	44	54	43	27	17	11
Etudes commerciales	0	- 51	- 47	- 1	63	136	171	156	131	118	113
Vocational	0	- 27	- 87	- 52	42	122	152	103	34	- 11	- 44
Autre	0	169	280	395	497	597	693	780	864	945	1,020
Bibliothèque & supervis.	0	10	13	34	65	94	112	114	111	113	117
Guidance & counseling	0	17	21	56	108	157	188	190	186	188	195
Administration	0	38	48	125	237	346	413	418	408	414	429
Total, toutes les matières	0	409	514	1,345	2,564	3,741	4,466	4,524	4,413	4,481	4,637

TABLEAU 8.30

NOUVEAUX ENSEIGNANTS DANS LES ÉCOLES SECONDAIRES DE L'ONTARIO, CHIFFRES RÉELS ET PROJECTIONS

Nouveaux enseignants	Chiffres réels					Projections									
	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
Venant d'une école élémentaire ou secondaire	37	27	58	30	222	70	65	22	10	8	19	64	79	65	57
Venant d'une école pour élèves inadaptés	2	6	6	4	5	3	2	1	0	0	1	2	3	2	2
Venant d'une autre province	129	115	117	119	66	59	44	12	7	5	11	40	48	39	35
Participants à un programme d'échange	53	37	53	62	90	43	37	11	6	4	10	34	42	34	30
Détenteurs d'une lettre de permanence	64	80	88	72	24	35	24	6	4	2	6	21	26	21	19
Détenteurs d'un permis d'enseignement	0	170	166	123	40	63	41	10	6	4	11	37	44	36	33
Détenteurs d'un certificat temporaire	18	23	49	45	34	25	19	5	3	2	5	18	21	17	15
Nouveaux diplômés	1,996	1,594	1,412	1,672	1,050	814	645	171	95	68	166	575	694	569	508
Enseignants à temps partiel	218	239	235	190	286	244	242	237	157	155	204	211	211	208	206
Autres	699	424	588	580	240	457	414	333	260	245	314	337	331	327	325
Enseignants réintégrant la profession	606	496	685	522	560	593	558	522	363	351	459	481	477	472	467
Total	3,822	3,210	3,456	3,419	2,614	2,405	2,091	1,330	911	843	1,206	1,820	1,974	1,790	1,697

TABLEAU 8.31

DEPARTS D'ENSEIGNANTS DES ÉCOLES SECONDAIRES DE L'ONTARIO, CHIFFRES RÉELS ET PROJECTIONS

Départs pour:	Chiffres réels					Projections									
	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
Enseigner en Ontario	115	140	163	112	166	153	147	154	145	138	133	128	127	126	125
Enseigner à l'extérieur de l'Ont.	127	189	141	137	88	124	116	107	110	103	98	96	94	93	92
Enseigner aux déficients moyens	3	12	3	3	0	2	1	1	1	1	1	1	1	1	1
Enseigner à temps partiel	195	222	191	183	145	177	169	161	162	153	145	141	139	138	137
Enseigner dans un établissement de formation des maîtres	24	27	11	8	7	9	8	8	8	7	7	7	7	7	7
Participer à un programme d'échange	36	30	51	63	85	70	74	76	70	68	65	63	62	62	61
S'inscrire à l'université	219	250	217	222	159	203	195	182	185	174	165	161	159	158	156
Des raisons administratives	136	192	194	186	182	193	189	186	181	172	164	159	157	157	155
Travailler dans un autre domaine	551	600	484	465	295	421	393	362	374	350	331	324	319	317	314
Raisons familiales ou mariage	648	627	543	528	365	487	460	429	438	411	389	381	374	373	369
Retraite	414	317	304	361	335	345	350	339	329	316	300	291	287	286	282
Maladie	38	46	53	47	46	50	48	47	46	44	42	41	40	40	40
Décès	36	58	39	49	53	49	51	51	48	47	44	43	42	42	42
Autres	408	338	425	375	381	406	391	387	377	358	342	332	327	326	322
Total	2,960	3,045	2,814	2,737	2,308	2,687	2,592	2,489	2,473	2,341	2,226	2,166	2,134	2,124	2,101

instance, in boards with widely dispersed populations -- there is no way the decrease in administrative staff can be proportional to the decline in students (or in number of teachers, for that matter). The information for combined elementary and secondary schools in recent years from the education staff record of the Ministry of Education are in Table 8.32.

It seems impossible to determine exactly how many supervisory or administrative officers (including consultants, coordinators, etc.) there are in the system as a whole. The figures of Table 8.34 indicate they reach up to 21% of the staffs of schools alone.[1] I note that Scott, Hickcox, McLeod, and Ryan, in their Working Paper #9 for this Commission, were careful to report such staff only for the 11 boards in their sample. From the figures given on p. 39 of their report, one may deduce that the 11 boards began with 120 supervisory officer positions, have lost 17 (14.17%) and expect to lose eight more for a total of 25 (20.83%).[2] During the period total enrolment declined (see pp. 7 and 8) from 284,928 in 1972-73 to 251,346 in 1977-78, or by 33,582 (11.79%). The first seven boards project a further loss by 1982-83, from an enrolment of 203,350 in 1977-78 to 163,110 (19.79%), so overall possibly the decline in supervisory or central office will bear some relationship to the decline in enrolment. The sample used was carefully chosen, but nevertheless I hesitate to generalize and conclude that for the province as a whole reductions in the supervisory staff are more or less proportional to declines in enrolment. What is clear, however, is that cutbacks in staff are being made in the supervisory officer class and in other categories of central office staff, which is referred to very frequently in a pejorative sense as "the administration".

It is essential to avoid misunderstanding on this matter of staff cutbacks at various levels, and therefore I recommend:

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[1] The number of full-time teachers plus full-time equivalents of part-time teachers equals 99,003, which, combined with full-time and full-time equivalents of other staff (26,756) totals 125,759.

[2] See also the Report on Principals by Brown, O'Toole, DeFour, Working Paper #13, Commission on Declining School Enrolments in Ontario, 1978.

TABLEAU 8.32

RÉPARTITION DES ENSEIGNANTS EN FONCTION DES POSTES DE TRAVAIL[1] DANS TOUTES LES ÉCOLES

Année (septembre)		Effectifs	Postes de travail					
			Enseignants réguliers	Directeurs	Directeurs adj.	Chefs de section Chefs de adjoints	Autres[2]	Total
1971	N. %	2,031,360 100.00	données non disp.	non disp.	non disp.	non disp.	non disp.	non disp.
1972-73	N. %	2,028,114 99.84	74,182 78.02	4,465 4.70	2,333 2.45	9,873 10.38	4,235 4.45	95,088 100.00
1973-74	N. %	2,008,610 98.88	71,713 77.51	4,371 4.72	2,257 2.44	9,167 9.91	5,019 5.42	92,527 100.00
1974-75	N. %	1,994,489 98.18	72,551 77.95	4,393 4.72	2,260 2.43	9,336 10.03	4,530 4.87	93,070 100.00
1975	N. %	1,994,638 98.19	73,699 78.04	4,392 4.65	2,271 2.40	7,475 7.91	6,609 7.00	94,446 100.00
1976	N. %	1,973,140 97.13	73,609 77.95	4,340 4.60	2,309 2.44	7,440 7.88	6,729 7.13	94,427 100.00
1977	N. %	1,943,226 95.66	72,796 77.54	4,307 4.59	2,310 2.46	7,578 8.07	6,891 7.34	93,882 100.00

(1) Ces chiffres sont extraits de dossiers différents du ministère et ne correspondent donc pas nécessairement aux chiffres des tableaux du rapport du Ministre. En outre, pour l'année 1975, il s'agit de l'année civile. Voir aussi les Tableaux 8.1 et 8.2 pour les écoles publiques.

(2) Conseillers, coordonnateurs, superviseurs, autres, non déclarés. Ces données ne portent que sur le personnel des écoles, et non de l'ensemble du système scolaire.

TABLEAU 8.33

RÉPARTITION DU PERSONNEL DES ÉCOLES DE L'ONTARIO, ENSEIGNANTS ET PERSONNEL AUTRE (1975)
ENSEIGNANTS ET AUTRE PERSONNEL DESIGNE; SEPTEMBRE 1975

Personnel	Ecoles publiques	Ecoles séparées cath.	Ensemble des écoles élémentaires	Ecoles secondaires	Ensemble des écoles
Enseignants					
temps plein	40,711	17,456	58,167	34,826	92,993
temps partiel	6,676	4,732	11,408	1,273	12,681
temps partiel équivalant à temps plein	2,808	2,248	5,056	641	5,697
Autre personnel					
Aides-enseignants rémunérés					
temps plein	653	165	818	216	1,034
temps partiel	815	202	1,017	168	1,185
temps partiel équivalant à temps plein	297	72	369	55	424
Techniciens en audio-visuel, techniciens de laboratoires et techniciens en ressources					
temps plein	55	14	69	425	494
temps partiel	221	56	277	124	401
temps partiel équivalant à temps plein	45	19	64	41	105
Aides-enseignants bénévoles					
temps partiel	12,618	2,200	14,818	342	15,160
temps partiel équivalant à temps plein	996	177	1,173	27	1,200
Personnel de bureau *					
temps plein	1,509	547	2,056	2,968	5,024
temps partiel	1,838	970	2,808	277	3,085
temps partiel équivalant à temps plein	941	470	1,411	138	1,549
Administrateurs scolaires					
temps plein	4	7	11	69	80
temps partiel	4	6	10	1	11
temps partiel équivalant à temps plein	1	4	5	--	5

* Secrétaires, sténos, dactylos, etc.

Source: Voir Tableau 8.32

TABLEAU 8.34

RÉPARTITION DU PERSONNEL DES ÉCOLES DE L'ONTARIO, ENSEIGNANTS ET PERSONNEL AUTRE (1976)
ENSEIGNANTS ET AUTRE PERSONNEL DESIGNE, SEPTEMBRE 1976

Personnel	Ecoles publiques	Ecoles séparées cath.	Ensemble des écoles élémentaires	Ecoles secondaires	Ensemble des écoles
Enseignants					
temps plein	40,464	17,343	57,807	35,352	93,160
temps partiel	6,161	4,842	11,458	1,355	12,813
temps partiel équivalant à temps plein	2,854	2,295	5,149	694	5,843
Autre personnel					
A					
Aides-enseignants rémunérés					
temps plein	697	178	875	188	1,063
temps partiel	755	228	983	187	1,170
temps partiel équivalant à temps plein	275	100	375	55	430
Techniciens en audio-visuel, techniciens de laboratoires et techniciens en ressources					
temps plein	60	17	77	396	473
temps partiel	198	48	246	120	366
temps partiel équivalant à temps plein	42	17	58	41	99
Aides-enseignants bénévoles					
temps partiel	12,772	2,280	15,052	309	15,361
temps partiel équivalant à temps plein	932	190	1,122	28	1,150
Personnel de bureau*					
temps plein	1,556	581	2,137	2,916	5,053
temps partiel	1,755	987	2,742	289	3,031
temps partiel équivalant à temps plein	909	471	1,380	145	1,525
Administrateurs scolaires					
temps plein	5	3	8	70	78
temps partiel	3	3	6	--	6
temps partiel équivalant à temps plein	2	1	3	--	3
Autres**					
temps plein	455	215	670	448	1,118
temps partiel	864	353	1,217	188	1,405
temps partiel équivalant à temps plein	247	91	339	64	403

* Secrétaires, sténos, dactylos, etc.

** Non indiqués l'année précédente

> Que le ministère de l'Education recueille et distribue chaque année des renseignements complets sur le nombre, les qualifications, l'âge et le sexe de toutes les catégories de personnel, y compris le personnel de soutien à l'emploi des conseils scolaires.[1]

Comme je ne peux fonder mes commentaires et conclusions sur aucune certitude, pas même sur l'ensemble des effectifs du personnel du système scolaire de la province, il m'est impossible d'analyser de façon raisonnable les questions telles que les salaires, les qualifications, les types de contrat, les conditions de travail et les avantages sociaux tels que les régimes de retraite (vraisemblablement dans le cadre des caisses de retraite des enseignants). Je crois que tous les membres du personnel administratif et de supervision -- ou presque tous -- détiennent des certificats d'enseignement valides en Ontario, mais la seule autre généralisation que je peux raisonnablement faire, c'est que les conditions touchant ces différents facteurs varient beaucoup d'un conseil scolaire à l'autre et d'une année à l'autre, ce qui s'explique en partie par les pressions découlant de la baisse de la clientèle scolaire. Certains employés sont regroupés en associations, comme c'est le cas des fonctionnaires administratifs scolaires et de la puissante OAEAO (Ontario Association of Education Administrative Officials), mais dans la plupart des autres cas, ils sont classés avec les enseignants, et non avec les cadres. Il n'est peut-être pas nécessaire de clarifier leur position dans le cadre du présent rapport, bien que cela aiderait sans doute le ministre à mieux comprendre l'ensemble du problème scolaire de la province.

Je tiens à commenter un point qui découle directement du problème de la baisse de la clientèle scolaire. Tout le monde sait (et nous en avons longuement parlé) que la mobilité à l'intérieur du système scolaire est pratiquement disparue.[2] A moins de prendre des moyens artificiels pour faire craquer le système scolaire, il sera complètement "gelé" avant longtemps. Une certaine mobilité horizontale peut être facilement introduite, par le biais d'échanges et de mutations à un même niveau, sans compromettre l'ancienneté ou la sécurité d'emploi; dans la mesure du possible, cela devrait se faire, comme je l'ai mentionné, par le biais de mesures telles que les congés d'étude et autres formes

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[1] Bien qu'ils apparaissent dans le Rapport du ministre en 1975 et en 1976, ces renseignements ne figurent pas en 1977.

[2] Pour une analyse des incidences de ce problème, voir le Document de travail n° 12 de Hunt et Hunt, Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario, 1978.

de congés et d'aide (ministère, universités, collèges communautaires et Institut d'études pédagogiques de l'Ontario).

L'introduction d'une mobilité verticale, parallèlement à la protection de l'ancienneté et de la sécurité d'emploi, exige la mise en oeuvre d'un moyen que plusieurs considéreront comme un mécanisme artificiel de promotions à court terme suivies de retour dans le rang. La nomination à un poste administratif supérieur a toujours été considérée comme une nomination à vie (une condamnation à vie, a dit en plaisantant l'un des titulaires de ces postes), même si légalement et dans les faits, elle dépend du bon plaisir des conseils scolaires (dont certains, cédant aux pressions, viennent de démontrer leur déplaisir). L'apparition d'une organisation et d'un style administratifs moins bureaucratiques et plus politiques fournit d'excellentes raisons de modifier la situation et d'adopter un système de nominations temporaires, et non plus à vie. Il ne s'agit pas là d'une innovation dans le monde scolaire. En effet, le système universitaire fonctionne de cette façon, depuis le poste de président jusqu'à celui de directeur ou chef de section. (Ce système ne s'applique évidemment pas aux aspects de la gestion d'une entreprise ou de l'organisation informatique qui exigent une compétence technique particulière, sauf pour les postes purement administratifs.) Dans le cas des agents de supervision scolaire, qui détiennent un poste administratif inférieur, il serait raisonnable qu'ils soient liés par un contrat provisoire de trois ans (suivi d'un retour à l'enseignement). Quant aux titulaires de postes administratifs supérieurs, ils pourraient signer un contrat de cinq ans (voire de sept ans, dans le cas des directeurs), suivi d'un retour à un poste administratif inférieur ou à l'enseignement, s'ils le désirent et sont dûment qualifiés. Si les postes administratifs ne commandaient qu'un supplément modeste, comme cela se pratique de plus en plus dans les universités (à l'exception du poste de président), ce mécanisme ne pénaliserait pas financièrement les titulaires -- ni le conseil scolaire, ni les contribuables. Dès la mise en oeuvre de ce système, les titulaires actuels seraient considérés comme venant d'entrer en fonction. A la fin de leur mandat, ils pourraient en demander le renouvellement et, sur recommandation d'un comité d'acceptation, entreprendre un second mandat. Par la suite, ils devraient toutefois attendre une période de temps équivalant à un mandat complet avant d'être à nouveau admissibles aux mêmes postes. Personne ne pourrait exercer plus de deux mandats

au même poste. A la suite d'un premier ou d'un second mandat, les titulaires d'un poste pourraient naturellement demander un autre poste administratif (ou dans l'enseignement), sous réserve que d'autres puissent présenter aussi leur candidature et que le comité d'acceptation se prononce. Je fais donc la recommandation suivante:

> Que le ministre de l'Education modifie les lois et règlements et prévoit des nominations temporaires à des postes de surveillance ou d'administration dans un conseil scolaire et que les conditions touchant la durée et les modalités de ces nominations (y compris le traitement versé, reconnu pour fins de subventions)[1] soient fixées par les règlements.

Ces suggestions, fondées sur l'expérience des universités dont je viens de parler, peuvent servir de cadre de référence. Le salaire de celui qui termine un mandat pourrait être "bloqué" jusqu'à ce que les hausses salariales normales le rattrapent. Dans l'éventualité, bien improbable, d'une période de déflation, semblable à la crise économique des années 1930, le salaire bloqué serait automatiquement "indexé à la baisse" chaque année (suivant l'indice des prix à la consommation, par exemple) jusqu'à ce qu'il atteigne le niveau de salaire normal du nouveau poste.

Ces recommandations n'accroîtront pas les coûts de l'éducation dans la province. Elles ne les réduiront pas non plus, mais elles contribueront à alléger et à assainir notre administration scolaire et à la rendre plus prévoyante et plus créatrice, sans compter qu'une mobilité accrue (surtout verticale) améliorera considérablement l'esprit et le moral de toutes les catégories du personnel enseignant.

8.4 Personnel de soutien

N'ayant recueilli que très peu de renseignements sur le personnel de soutien dans les écoles, à l'exception des données des Tableaux 8.33 et 8.34 pour 1975 et 1976, j'ai demandé une étude spéciale à MM. Lawton et Boodoo, qui a été publiée comme Document de travail n° 10 de cette Commission, sous le titre "The Impact of

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[1] Ces conditions s'appliqueraient également aux employés de bureaux centraux et régionaux du ministère de l'Education.

Declining School Enrolments on Non-Certificated Staff in Ontario". Le personnel "de soutien" comprend les membres du personnel d'un conseil scolaire qui ne détiennent pas un certificat d'enseignement valide en Ontario. Le modèle de catégorisation Uniform Code of Accounts, du ministère de l'Education, a été utilisé pour cette étude, en raison surtout de son schéma de classification détaillée du personnel non enseignant, de ses sous-catégories de personnel et de ses relations étroites avec l'affectation des ressources dans les conseils scolaires, qui sont autant de moyens permettant de mener à bien des analyses financières ou de personnel.

Pour recueillir leurs données, les chercheurs ont retenu un échantillonnage de douze conseils scolaires les plus représentatifs de la diversité des conseils scolaires de l'Ontario. Ils ont consulté en outre le ministère de l'Education, l'Institut d'études pédagogiques de l'Ontario, l'Ontario Municipal Employees Retirement Board (OMERS) et l'Ontario Board of Examiners in Psychology. Des interviews avec des représentants du Syndicat canadien de la Fonction publique et de l'Ontario Psychological Association leur ont permis de recueillir les données qualitatives nécessaires. Les rythmes d'érosion attribuables à la retraite, aux incapacités diverses et aux décès du personnel de ces organismes sont extraits d'une publication de Anthony, et al. (1976, pp. 84-86). L'étude portait sur la gestion, les services techniques et spécialisés, le secrétariat, le personnel de bureau, d'usine, d'entretien, de transport, des services éducatifs, et les préposés à l'assiduité, aux services de santé et aux cafétérias.

Les projections, faites jusqu'en 1986, sont fondées sur une approche normative, c'est-à-dire les ratios personnel de soutien/personnel enseignant; personnel de soutien/élèves; et personnel de soutien/écoles. Les projections ne portent que sur les chiffres globaux, à l'exception des catégories fonctionnelles pour les conseils scolaires témoins, en raison de la très grande diversité des postes détenus par les employés de soutien. Mais dans l'ensemble, la demande et les besoins ont été étudiés pour la période allant de 1976 à 1986. Les projections des besoins en personnel sont fondées sur les projections concernant le nombre d'élèves, à partir des ratios actuels élèves/employés de soutien, mais le nombre des employés de soutien a été estimé à partir des effectifs actuels moins les personnes de plus de 55 ans. On a cherché à répondre aux quatre questions suivantes: (1) Quel devrait être le nombre d'employés de soutien dans un conseil scolaire donné? (2) Quels seront les besoins futurs en personnel non

enseignant? (3) Quel sera à l'avenir le nombre d'employés de soutien? (4) Quelles sont les incidences de l'équilibre entre ce nombre et les besoins?

D'après les conclusions générales de cette étude, le conseil scolaire moyen sera vraisemblablement en mesure d'engager du personnel non enseignant dans l'avenir, mais l'équilibre entre le nombre et les besoins variera considérablement d'un conseil scolaire à l'autre. En raison de la taille de leurs écoles, les conseils scolaires publics jouiront d'une plus grande souplesse que les conseils scolaires séparés. Quant aux conseils scolaires des villes, leurs ratios personnel non enseignant/enseignants réguliers sont plus élevés que ceux des conseils scolaires des comtés et districts, et d'après les projections, ces ratios n'ont pas diminué aussi rapidement que le nombre d'élèves (décalage qui résulte de facteurs ne découlant pas directement de la baisse des effectifs scolaires). L'excédent de personnel sera surtout évident dans les conseils scolaires importants (surtout les conseils scolaires publics) des villes ou des banlieues qui connaissent une baisse rapide de leur clientèle.

Dans plusieurs catégories, l'affectation des employés de soutien à une école semble fondée sur une formule donnée, les autres étant affectés au bureau central ou selon les "besoins" (non définis). Les formules utilisées sont fondées sur le nombre d'élèves, d'enseignants ou de classes, ce qui entraîne souvent des fluctuations considérables du nombre d'employés de soutien. Il semble peu vraisemblable que les employés de soutien soient soudainement ou massivement mis en disponibilité, même si certains seront mis à pied en raison de la baisse de la clientèle scolaire. Mais en général, l'érosion normale des effectifs a réglé et continuera de régler la plupart, sinon la totalité des problèmes. Il semble que le problème de gestion le plus important provienne de l'incertitude quant à l'importance et à la forme des subventions provinciales, d'une année à l'autre. Devant ces incertitudes, bien des employés de soutien ont inscrit dans leur convention collectives des clauses relatives à l'ancienneté et au licenciement. Soulignons que l'ancienneté est souvent définie à l'intérieur d'un domaine fonctionnel précis ou d'un niveau hiérarchique, et que certaines clauses portent sur les méthodes de supplantation et de règlement des griefs. L'habitude des conseils scolaires de confier à l'entreprise privée les services d'entretien, d'exploitation et de transport constitue une menace beaucoup plus grande à la sécurité d'emploi que la diminution du nombre d'élèves.

En résumé, les auteurs concluent que les schèmes actuels d'engagement du personnel de soutien sont raisonnables, que leur nombre pourrait passer d'environ 31 700 en 1976 à quelque 22 700 en 1986 pour l'ensemble de la province, mais comme cette baisse découlera surtout de l'érosion normale des effectifs (sauf dans quelques conseils scolaires), la situation de l'emploi pour le personnel non enseignant est satisfaisante -- à la condition que l'habitude de confier certains services à l'entreprise privée ne se généralise pas. Un plus grand nombre d'employés de soutien travailleront vraisemblablement à temps partiel, de sorte que la protection de leurs droits -- et de leurs avantages sociaux -- notamment en ce qui a trait aux pensions, prend une importance accrue. Le vieillissement du personnel deviendra naturellement un problème, l'embauchage de jeunes travailleurs étant de moins en moins élevé.

Les conseils scolaires devront élaborer des plans à court terme et à long terme en vue de protéger les droits de leur personnel de soutien. Je fais donc la recommandation suivante:

> Que chaque conseil scolaire prépare immédiatement et soumette au ministère de l'Education, avant le mois de juin 1979, ses plans à court terme jusqu'en 1983 et à long terme jusqu'en 1988, concernant les conditions de l'emploi, l'offre et la demande, la rémunération et les pensions du personnel non enseignant à plein temps et à temps partiel et, s'il y a lieu, les projets de contrats de services actuels et futurs confiés à l'extérieur.

Ces rapports fourniront au ministère de l'Education les renseignements nécessaires pour comprendre la situation du personnel non enseignant. En vue de clarifier la situation, je fais la recommandation suivante:

> Que le ministère de l'Education, en collaboration avec le Syndicat canadien de la Fonction publique et les organismes syndicaux professionnels intéressés, fasse une enquête sur les causes et les effets des contrats confiés à l'extérieur, en vue d'en déterminer les avantages relatifs pour l'ensemble du système scolaire et la société en général.

Je recommande en outre:

> Qu'une étude détaillée, analogue à celle de Rideout (1977) sur le personnel et le coût des écoles élémentaires, soit entreprise pour les écoles secondaires, y compris une révision des formules d'affectation du personnel et une série d'études de cas sur le rôle et la contribution du personnel non enseignant.

Je recommande enfin:

> Que les membres du personnel non enseignant (les psychologues scolaires, par exemple) à qui un travail particulier est confié dans le cadre des programmes de l'enfance en difficulté soient inclus, selon l'importance de leur participation, dans le facteur de pondération utilisé pour le calcul des subventions à l'enfance en difficulté.

Je crains que le nombre actuel relativement élevé de petites unités de négociation nuise aux membres du personnel non enseignant, notamment dans les cas où plusieurs n'appartiennent à aucune unité de négociation. Ainsi divisé, ou non syndiqué en période de concurrence farouche en vue de réduire les coûts réels de l'enseignement, le personnel non enseignant est presque sûr de perdre quelque chose, en termes relatifs, sinon absolus. Je fais donc mienne la partie suivante de la recommandation de l'équipe de recherche Lawton-Boodoo:

> ... qu'il n'y ait que deux unités de négociations habilitées à représenter le personnel non enseignant: une pour les employés de bureau, adjoints, conseillers, techniciens en audio-visuel et psychologues; l'autre pour les préposés à l'entretien, à l'exploitation, au transport et aux cafétérias.

Je recommande en outre:

> Que chacun des membres du personnel soit compris dans l'une des unités de négociation mentionnées dans la recommandation précédente ou, à tout le moins, que chaque conseil scolaire encourage fortement toute initiative en ce sens.
>
> Que les employés à temps partiel soient compris dans les unités de négociations et assurés des mêmes avantages sociaux que les employés à plein temps, y compris les avantages de la retraite.

Comme ces recommandations n'entraînent aucun accroissement des coûts de l'éducation, ces derniers ne nécessitent pas d'évaluation.

Appendice 8.A

Voici quelques suggestions, extraites des mémoires présentés à cette Commission, en vue de réduire le problème des enseignants excédentaires:

1. Contrats provisoires renouvelables

   (a) Embaucher des enseignants-ressources à titre provisoire.

   (b) Remplacer la permanence par une politique de contrats renouvelables pour une certaine période de temps, ce qui permettrait aux enseignants de travailler à temps partiel et injecterait du sang neuf dans le système.

   (c) A l'avenir, embaucher à titre temporaire les titulaires des postes administratifs.

2. Abaisser le ratio élèves/enseignant

   (a) Augmenter le nombre de spécialistes des troubles du langage, de manière à permettre aux élèves qui ont besoin d'aide de recevoir une attention spéciale ou d'être traités plus jeunes.

   (b) Confier aux enseignants surnuméraires des rôles de soutien à l'intérieur du système scolaire.

   (c) Confier à des personnes-ressources la responsabilité des activités pédagogiques correctives quotidiennes.

   (d) Diriger un plus grand nombre de personnes-ressources vers l'orientation scolaire pour les élèves du niveau élémentaire.

3. Partage des tâches (travail à temps partiel, etc.)

   (a) Embaucher à temps partiel les enseignants qui commandent un salaire moindre, de manière à leur permettre de poursuivre leur perfectionnement. En ce cas, maintenir leurs avantages quant aux années d'expérience et de service. Encourager les contrats à temps partiel avant qu'ils ne deviennent indispensables.

   (b) Encourager les personnes mariées à travailler à temps partiel.

   (c) Lorsque la qualité de l'enseignement ne risque pas d'en souffrir, le ministère pourrait inciter les conseils scolaires à engager à temps partiel, à un salaire correspondant, sans perte de permanence ou d'avantages de retraite, les enseignants intéressés qui consentiraient à accepter ce genre de réduction.

   (d) A titre d'encouragement au travail à temps partiel, allouer en crédits de retraite une année complète pour chaque demi-année de travail, tant que durera la situation actuelle.

(e) Les conseils scolaires pourraient prendre des mesures pour inciter les enseignants à travailler à temps partiel, ce qui permettrait à ces derniers d'envisager une autre carrière, de se recycler, de se perfectionner ou de se qualifier davantage, ce qu'ils sont moins tentés de faire dans le contexte actuel.

(f) Les enseignants du cycle supérieur des écoles secondaires pourraient travailler à temps partiel durant le jour et le soir, à raison de deux heures et demie par soir. Par exemple, les cours de récupération en anglais et en mathématique au niveau de la 13^{e} année -- notamment les cours obligatoires pour entrer à l'université -- pourraient se donner le soir. Les enseignants auraient le même nombre d'heures de travail, soit 25 heures par semaine (12½ heures en cours du jour et 12½ heures en cours du soir). Les contributions au régime de retraite seraient maintenues intégralement.

4. Une certaine mobilité permettrait aux enseignants d'expérience de travailler à la préparation de programmes, à la recherche, à la préparation de matériel d'apprentissage pour les maisons d'édition, dans les Forces armées canadiennes, aux Affaires étrangères, à l'ACDI, etc.

(a) Inviter le gouvernement canadien à modifier son programme d'aide étrangère de manière à augmenter le nombre d'enseignants ontariens (canadiens) dans les pays du Tiers-Monde. Les salaires de ces enseignants émargeraient au budget de l'aide étrangère du gouvernement fédéral. (Au besoin, un poste dans l'enseignement en Ontario pourrait être garanti à la fin des années de service.)

(b) Mettre sur pied un programme provincial de subventions aux éditeurs canadiens qui confieraient la préparation de manuels scolaires (ou autres) canadiens aux enseignants intéressés à quitter momentanément l'enseignement pour travailler à plein temps dans une maison d'édition.

(c) Encourager les enseignants ontariens, par exemple au moyen d'une prime, à enseigner dans les Forces armées pendant un certain temps. (Au besoin, un poste dans l'enseignement en Ontario pourrait être garanti au retour, en plus des crédits à la caisse de retraite.)

5. Education des adultes (moyennant une formation spéciale), loisirs, éducation physique, etc.

(a) Embaucher des enseignants qualifiés, à plein temps ou à temps partiel, dans les collèges communautaires en vue d'utiliser des ressources humaines de valeur, tout en améliorant la qualité de l'enseignement.

(b) Encourager fortement les étudiants adultes à terminer leurs études en s'inscrivant aux cours du jour.

(c) Le ministère de l'Education (ou tout autre ministère provincial) pourrait accorder des subventions aux conseils scolaires qui accueilleraient, dans leurs écoles secondaires régulières, des étudiants adultes aux programmes n'ouvrant pas droit à des crédits.

(d) Accorder une plus grande importance à la mise au point de programmes axés sur l'utilisation des loisirs et le développement d'aptitudes nécessaires à la vie. Mettre sur pied des programmes spéciaux à l'intention des élèves qui ont abandonné leurs études.

(e) Modifier les lois et règlements de manière à ce que les programmes spéciaux tels que l'éducation des adultes, les cours du soir et les garderies soient confiés à des enseignants qualifiés, en vertu d'un contrat régulier.

6. Renseignements sur la situation de l'emploi dans l'enseignement

(a) Renseigner davantage sur la situation de l'emploi dans l'enseignement en Ontario. Les jeunes hésitent rarement à déménager s'ils savent qu'ils trouveront ailleurs l'emploi qu'ils cherchent. (Remarque: Ce genre de renseignements peut être stocké dans une banque de données sur la situation de l'emploi.)

(b) Mettre sur pied un bureau de placement pour les enseignants.

7. Orientation des futurs diplômés dans des domaines particuliers

(a) En plus de devoir licencier des enseignants, nous devons embaucher des enseignants qualifiés dans des domaines particuliers. Il est important que les enseignants actuels se qualifient le plus possible dans les domaines pour lesquels nous aurons besoin de spécialistes.

(b) Par suite de la baisse de la population scolaire, les programmes spéciaux ne pourront être assurés que si un nombre croissant d'enseignants spécialisés travaillent dans plus d'une école. Il faut en effet, soit réduire les programmes, soit employer davantage de personnel à temps partiel. Cette dernière solution est actuellement adoptée dans certaines écoles, de plus en plus d'enseignants pouvant enseigner plus d'une spécialité, ou une spécialité et une partie du programme de base.

8. Encouragement à la retraite prématurée

(a) L'Ontario Secondary School Teacher's Federation pourrait permettre aux enseignants de combiner à une expérience à temps partiel, ou au prorata du plein temps, tout salaire à temps partiel gagné durant les sept dernières années d'enseignement en vue du calcul de la rémunération moyenne des "sept meilleures années", de façon à ce que, toutes choses étant égales, ils reçoivent la même pension que ceux qui ont enseigné à plein temps durant le même nombre d'années.

(b) Mettre sur pied des programmes d'encouragement à la retraite à l'âge de 55 ans avec un facteur 85, en redressant, si nécessaire, les versements à la caisse de retraite.

(c) Le gouvernement pourrait accorder une subvention spéciale de 7,5% du salaire de la dernière année pour chaque année de retraite anticipée, avec pourcentage correspondant fourni par le conseil scolaire, pour un maximum de trois ans; cette somme serait payée comme fraction du salaire de la dernière année, sous forme d'allocation finale.

(d) Encourager les associations d'enseignants à mettre sur pied des caisses semblables aux plans enregistrés d'épargne-retraite, auxquelles les enseignants contribueraient volontairement, de sorte qu'ils pourraient prendre leur retraite plus tôt qu'avec le facteur 90, s'ils le désirent, à même leurs propres économies, jusqu'à ce qu'ils soient admissibles à la retraite. Tous les coûts seraient cependant à la charge des enseignants.

(e) Instaurer une forme de retraite graduelle qui permettrait aux enseignants de mieux s'adapter à la retraite prématurée, en réduisant leur tâche tous les deux ans, d'abord à 80, puis à 60, enfin à 50%. A la fin de la sixième année, l'enseignant pourrait se retirer.

Les conventions collectives locales pourraient prévoir des mesures assurant aux enseignants qui prennent leur retraite un paiement comptant, sous forme de montant forfaitaire, ou réparti sur quelques années. Les fonds nécessaires à cette fin proviendraient des économies réalisées par l'embauchage de personnel moins expérimenté, à des salaires moins élevés.

Les enseignants pourraient travailler à mi-temps et accumuler jusqu'à 10 ans de crédits de travail à plein temps en versant des contributions additionnelles à la caisse de retraite.

9. Départs ou absences pour des raisons personnelles ou professionnelles, congés sabbatiques, recyclage, etc. (avec avantages financiers)

(a) Amélioration et élargissement des politiques de congé.

(b) Allocation financière importante (par exemple, $1 000) aux enseignants qui choisissent de voyager, d'étudier ou de s'absenter pour une autre raison pendant un an. (Au besoin, un poste dans l'enseignement pourrait leur être garanti à la fin de l'année.)

(c) Etudier la possibilité que le ministère ou les autres conseils scolaires de l'Ontario, pendant deux ou trois ans, offrent des postes correspondant aux qualifications et à l'expérience des enseignants excédentaires.

(d) Encourager les collèges de formation des enseignants à préparer des cours de rafraîchissement ou de recyclage d'une durée d'une semaine ou d'un mois, par exemple en français ou en éducation physique, pour de petits groupes d'enseignants. Ces absences de courte durée seraient financées en partie par les conseils scolaires, et en partie par les enseignants eux-mêmes.

(e) Etudier la possibilité de subventionner des congés sabbatiques de perfectionnement ou d'échanges à l'intention des enseignants expérimentés intéressés. Ces congés, payés à raison de 75% du salaire régulier, laisseraient un surplus de 25% qui permettrait de payer un enseignant excédentaire, qui commande généralement un salaire peu élevé.

10. Mutations, échanges (entre les régions et les provinces)

(a) Mettre sur pied un programme d'échanges culturels pour l'ensemble du Canada, en vue de promouvoir l'unité nationale et permettre une meilleure connaissance des systèmes scolaires des différentes provinces, par exemple en jumelant pour un an ou six mois un enseignant de l'Ontario et un collègue d'une autre province. Une planification et un enseignement d'équipe permettraient aux élèves et aux enseignants des différentes provinces de mieux comprendre notre pays et ses différences régionales. En vue d'encourager la participation à ces programmes, prévoir une prime pour ceux qui acceptent de travailler dans plus d'une province.

(b) Mettre sur pied un système informatique en vue de faciliter les transferts temporaires d'une région à l'autre.

(c) Encourager les conseils scolaires à promouvoir les mutations entre les systèmes scolaires, comme cela se fait en certains endroits, et limiter la durée des contrats aux postes de responsabilité.

(d) Le ministère pourrait créer et faciliter des occasions d'échanges entre les différents territoires, le ministère et le conseil scolaire, les différents conseils scolaires de l'Ontario, les provinces et les pays.

(e) Faciliter et encourager les transferts entre les écoles.

(f) Faciliter et encourager les programmes d'échange d'enseignants dans la province, entre les provinces, et à l'échelle internationale.

(g) Faciliter et encourager les programmes d'échange avec le ministère de l'Education et les établissements de formation des enseignants.

(h) Faciliter et encourager les programmes d'échange entre les enseignants et leurs collègues du secteur privé dans les programmes portant sur l'industrie et le commerce.

11. Ecoles spécialisées

(a) Le ministère de l'Education pourrait travailler avec le ministère de la Main-d'oeuvre et de l'Immigration à mettre sur pied des programmes de niveau secondaire pour les jeunes de moins de 18 ans qui ont quitté l'école depuis plus qu'un an. (A l'heure actuelle, les jeunes de 16 ans inscrits aux centres de Main-d'oeuvre peuvent recevoir une allocation hebdomadaire pour fréquenter un collège communautaire.)

12. Rééducation

(a) Les ententes collectives au niveau élémentaire pourraient prévoir des allocations de recyclage, et au niveau secondaire des mesures

permettant aux enseignants déclarés excédentaires de se recycler, en vue d'être réembauchés dans un autre domaine.

(b) Les enseignants devraient se recycler pour être en mesure d'enseigner ailleurs que dans une classe, par exemple dans un bureau ou une usine.

(c) Les enseignants qui ont actuellement un emploi devraient pouvoir se recycler périodiquement sans perte de salaire ou autres avantages.

(d) Le ministère pourrait assumer les coûts de recyclage du personnel enseignant en vue de répondre aux besoins à l'échelle de la province.

(e) Les enseignants qui ont actuellement un poste dans l'enseignement devraient être assurés de conserver leur emploi, non pas nécessairement dans le poste actuel, mais dans un travail qui leur permette de répondre aux besoins de la province en matière d'éducation.

Appendice 8.B

Voici quelques exemples de politiques, pratiques et suggestions des conseils scolaires.

(1) Conseil scolaire de Waterloo (Mémoire n° 156) - Résumé

Une fois le personnel enseignant nécessaire réparti à travers le conseil scolaire, les enseignants surnuméraires peuvent choisir parmi les possibilités suivantes:

(A) Suppléance, sans changement de statut.

(B) Si le budget le permet, préparation de programmes ou coordination, à titre de personne-ressource supplémentaire (par exemple, orientation au niveau moyen; anglais, langue seconde; élèves doués).

(C) Travail à temps partiel avec salaire proportionnel.

(D) Cours du soir ou cours d'été rémunérés selon un tarif horaire plutôt qu'à contrat.

(E) Emploi comblant une vacance, dans un poste autre que l'enseignement, mais convenant aux talents, aptitudes et qualifications de l'enseignant, à un salaire proportionnel.

(F) Congé selon les politiques du conseil scolaire.

(G) Congé de recyclage financé par les associations d'enseignants ou autres organismes.

(2) Programme de retraite prématurée de Palo Alto

Le programme de retraite anticipée des enseignants de Palo Alto, en Californie, est un excellent exemple dont les conseils scolaires et les enseignants peuvent s'inspirer. Les enseignants qui ont atteint l'âge de 50 ans et enseigné à plein temps pendant 10 ans peuvent se prévaloir de ce programme.[1]

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[1] Voir The Challenge of Declining Enrolment, présenté par l'Ontario Secondary School Teacher's Federation à la Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario, décembre 1977, Appendice C, pp. 44-45.

(3) M. H.G. Hedges, Institut d'études pédagogiques de l'Ontario (Mémoire n° 213) - Résumé

Projet de recherche sur le partage des tâches

Le partage des tâches constitue l'une des solutions évidentes au problème des enseignants excédentaires. L'auteur propose à cette Commission de recommander qu'un certain nombre d'études, y compris l'analyse de la situation dans d'autres provinces, soient faites au cours des deux prochaines années, en vue de déterminer le bien-fondé et les effets du partage des tâches.

Formules possibles

Dans le passé, celui qui détenait un poste à plein temps dans l'enseignement avait la responsabilité, soit de tout l'enseignement dans une classe donnée, soit d'une ou plusieurs matières dans un groupe de classes. Ces deux définitions nous aideront à mieux analyser le partage des tâches.

Dans la plupart des écoles élémentaires, c'est la première définition qui conviendrait au partage des tâches. Un nombre d'enseignants, plus élevé que le nombre de classes, assure l'enseignement à un groupe de classes donné, par le biais d'une certaine forme de planification et d'enseignement d'équipe. En pratique, les ratios limites seraient probablement de 2:1 et de 10:9. Vers le bas de la fourchette (3:2, 4:2), les désavantages économiques seraient généralement trop considérables, alors que vers le haut (10:7, 10:8), les problèmes administratifs deviendraient trop importants et risqueraient de réduire en quelque sorte le nombre de postes "récupérés" par ce moyen. Les formules possibles seraient les suivantes: 2:1, 3:2, 4:2, 5:3, 5:4, 6:3, 6:4, 6:5, 10:8, 10:9.

En général, les formules du milieu de la fourchette semblent préférables, l'idéal se situant autour de 5:4. Ce regroupement permet de constituer des équipes de taille raisonnable et laisse à chacun des enseignants une journée libre par semaine pour vaquer à d'autres activités, sur une base régulière ou à tour de rôle, ce qui diminue d'autant les problèmes administratifs. Compte tenu du fait que chaque enseignant travaillerait 80% du temps, à 90% de son salaire (voir ci-dessous), cette formule devrait intéresser les enseignants désireux

de se perfectionner au plan scolaire ou professionnel, de s'adonner à des loisirs, d'écrire, de faire partie d'une équipe de préparation de programmes, de voyager, de se préparer à la retraite, etc.

Le partage des tâches correspondant à la deuxième définition peut s'appliquer aux écoles dont l'éventail d'options (et par ricochet, les postes des enseignants) est menacé par la baisse du nombre d'élèves. Une fois les problèmes administratifs réglés, le recours à une équipe d'enseignants travaillant en rotation dans plus d'une école permettra d'offrir les services nécessaires à un nombre réduit d'élèves.

L'utilisation d'une formule spéciale du ratio 2:1 dans les écoles secondaires permettrait aux enseignants de ne travailler que durant un semestre; l'école pourrait aussi mettre certains sujets au programme pendant un semestre seulement, comme cela se fait déjà en certains endroits.

Poussé à l'extrême, ce principe permettrait aux enseignants de disposer, par exemple, d'une année sur cinq, avec salaire réparti sur le nombre total d'années, ce qui présenterait un avantage du point de vue fiscal.

Quelques considérations spéciales

(A) L'essentiel serait de s'assurer que la qualité de l'enseignement ne souffre pas de ces mesures. Heureusement, les systèmes scolaires peuvent utiliser avantageusement l'expérience considérable qu'ils ont acquise, au cours des dix dernières années, dans l'enseignement et la planification d'équipe.

(B) Les enseignants qui acceptent ces mesures doivent avoir l'assurance que leur participation ne les rendra pas plus vulnérables aux réductions de personnel.

(C) Les caisses de retraite des enseignants doivent être protégées. Actuellement les enseignants peuvent se faire créditer certaines périodes de non-enseignement; l'application de cette politique aux situations de tâches partagées exige une clarification des politiques en cette matière.

(D) Le partage des tâches présente un avantage du point de vue fiscal. Par exemple, dans le modèle 5:4, le salaire net d'un enseignant travaillant 80% du temps régulier, à un salaire proportionnel, sera supérieur à 90% de son salaire net antérieur, pour deux raisons: (1) les 20% du salaire au sommet de l'échelle sont imposés au maximum. Par exemple, en 1978, le taux d'imposition (fédérale et provinciale) d'un revenu excédant $16 000 est de moins de 50% (39% - 9,2%), et d'environ 55% pour un salaire excédant $28 000; (2) la contribution à la caisse de retraite étant de 7% du salaire brut, il en résulte une économie de 7% sur ces 20% du salair

(E) Les temps "libres" que permet un régime de tâches partagées peuvent être consacrés non seulement à la poursuite d'intérêts personnels, mais à des programmes de perfectionnement professionnel et à des cours menant à un grade universitaire.

(F) Au niveau secondaire, le partage des tâches permettrait aux conseils scolaires de maintenir des options moins populaires, pour lesquelles ils ont les enseignants nécessaires.

(G) Ce régime offrirait de nombreuses possibilités pour l'enseignement pratique des étudiants des collèges de formation des enseignants, sans compter qu'une équipe d'enseignants pourrait mettre en oeuvre un excellent programme d'adaptation pour les nouveaux enseignants.

(4) Conseil scolaire de Lincoln (Mémoire n° 170) - Résumé

Ce mémoire explique en détail les politiques énoncées ci-dessous et propose des mesures à prendre. Pour en obtenir un exemplaire, s'adresser au ministère de l'Education.

Ecoles élémentaires publiques

Nous croyons que la réduction du personnel se fera en grande partie par l'érosion normale des effectifs. Mais nous étudions la possibilité de muter à court terme les enseignants du niveau élémentaire au niveau secondaire, et nous avons mis au point une politique pour faciliter cette mutation. Lorsque ces enseignants retourneront au niveau élémentaire, dans deux ou trois ans, nous espérons que ce retour coïncidera avec la baisse du nombre d'élèves au niveau secondaire, alors que le personnel sera moins nombreux.

Ecoles secondaires

La seule expérience que nous avons faite au niveau secondaire concernant la baisse de la population scolaire a trait à ce que nous appelons les enseignants transférables (c'est-à-dire les mutations non volontaires). Nous n'avons eu à déclarer aucun enseignant surnuméraire ou excédentaire, mais nous avons dû prendre des mesures pour maintenir un certain équilibre entre les écoles dont la clientèle diminuait et celles dont la clientèle augmentait.

Nous aimerions pouvoir être aussi optimistes en ce qui a trait aux solutions à apporter aux problèmes des écoles secondaires que nous le sommes au niveau élémentaire. Le pourcentage d'érosion des effectifs est plus faible et la spécialisation par matière limite davantage les possibilités d'emploi des enseignants. A mesure que diminuera la clientèle des écoles secondaires, nous devrons étudier différentes possibilités.

(5) OSSTF (Mémoire n° 6) - Résumé

(A) Etablir une collaboration entre les conseils scolaires et les enseignants pour l'élaboration de marches à suivre dans l'engagement du personnel, les transferts et les nominations temporaires.

(B) Mettre sur pied dans chaque district une banque d'enseignants surnuméraires compétents et expérimentés, à laquelle le district s'adressera en premier pour combler une vacance.

(C) Etudier la possibilité d'étendre le concept d'une banque de district à une banque régionale d'enseignants surnuméraires.

(D) En collaboration avec les associations d'enseignants et de commissaires, le ministère de l'Education pourrait établir un programme provincial de transferts, et d'échanges volontaires d'enseignants entre les conseils scolaires.

(E) Inviter le gouvernement à encourager, par des subventions spéciales, les conseils scolaires qui collaborent aux programmes de transferts d'enseignants compétents.

(F) Augmenter le nombre de postes à temps partiel, d'années sabbatiques, de congés d'étude et d'absences temporaires.

(G) Encourager les conseils scolaires à mettre au point des mécanismes pour faciliter le perfectionnement des enseignants de manière à répondre aux besoins de la société actuelle.

(H) Obtenir la collaboration des partenaires importants du système scolaire dans la mise en oeuvre de moyens permettant aux enseignants de se spécialiser dans d'autres domaines, de manière à répondre aux besoins de notre société en mutation.

I) Réduire la taille des classes, de manière à permettre aux enseignants de s'occuper davantage de chaque élève.

(6) Régime de tâches partagées à Thunder Bay

Avant longtemps, le salaire de quatre ans de certains enseignants d'écoles secondaires de Thunder Bay pourrait être réparti sur cinq ans, de manière à permettre à ces derniers de prendre une année sabbatique. D'après certains responsables de l'éducation en Ontario, cela permettrait à un plus grand nombre d'enseignants de conserver leur emploi. En collaboration avec leur conseil scolaire, les enseignants de Thunder Bay travaillent présentement à l'élaboration de ce projet, visant à réduire le nombre d'enseignants excédentaires.

(7) OSSTF - Conseil scolaire de Frontenac (Mémoire n° 194) - Résumé

(A) Quatre exemples de services scolaires actuellement mis en oeuvre

Programme d'expérience de travail pour les élèves ayant des troubles de comportement et un quotient intellectuel faible

Un nombre important d'élèves des niveaux 2 (formation de base) et 3 (occupationnel) quittent l'école dès l'âge de 16 ans. Plusieurs, incapables d'obtenir un emploi, demeurent à la maison et sont un poids pour la société. Ce programme est conçu pour faire le lien entre l'école et le travail à plein temps.

Conversion au système métrique à l'Alcan

Les apprentis chez Alcan, l'un des plus importants employeurs locaux, suivent actuellement à l'école secondaire locale un cours de 12 semaines, à raison de 2 heures par semaines, sur la conversion au système métrique.

Formation en vue d'un métier

Constatant une diminution substantielle des inscriptions aux cours sur le conditionnement de l'air et la réfrigération, offerts par l'école secondaire locale, le directeur des cours techniques rencontra un haut fonctionnaire de la Main-d'oeuvre à Kingston. A la suite de cette rencontre, et en collaboration avec le St. Laurence College of Applied Arts and Technology, un programme de formation de techniciens en air climatisé et en réfrigération fut mis sur pied, à l'aide des installations et des enseignants déjà en place. Résultat: le programme des élèves du niveau secondaire a été maintenu et un nouveau programme pour les adultes a été lancé.

L'école secondaire et les personnes âgées

Chez nous comme ailleurs, le nombre de personnes âgées a augmenté considérablement. Nous croyons que l'école secondaire peut et doit jouer un rôle important dans l'enrichissement de la vie quotidienne des personnes âgées. Plusieur

écoles profitent maintenant de la disponibilité des personnes âgées pour aider les élèves dans différents domaines.

(B) Solutions de rechange pour les écoles et la collectivité

Préparation au travail

Notre système scolaire doit être sensibilité de plus en plus aux nouvelles réalités socio-économiques et aux exigences du monde du travail de demain. Les enseignants doivent connaître la collectivité et être en mesure de prévoir les besoins du monde des affaires et de l'industrie.

Attentes concernant le travail

Les attentes de la plupart des jeunes en quête d'un emploi, de même que celles de leurs parents, demeurent élevées. Nous devons habituer nos jeunes à employer leurs talents et leurs aptitudes dans une foule de circonstances socio-économiques. Les jeunes aiment le défi. Il suffirait d'apporter des modifications mineures aux rapports entre la formation commerciale et les professeurs de l'enseignement technique pour mettre sur pied un certain nombre de petites entreprises pratiques et efficaces.

Places disponibles

Plusieurs pays connaissent une grave pénurie d'écoles secondaires et d'enseignants. Cette collectivité accueille 40 à 50 élèves de Hong-Kong, de Malaisie, d'Amérique latine et du Moyen-Orient, qui viennent ici poursuivre leur formation secondaire en assumant tous les frais de scolarité, de déplacement et de séjour.

Préparation à la civilisation des loisirs et nouveaux cours

Plus que d'autres, les enseignants doivent être sensibilisés aux besoins de la collectivité et à l'évolution de la semaine de travail. La semaine de travail est de plus en plus courte et un nombre sans cesse croissant de personnes

devront occuper leurs moments de loisir, de plus en plus nombreux. L'école peut et doit leur offrir une foule d'occasions de le faire.

Retraite prématurée -- Avantages éducationnels et financiers

D'après une étude de la "liste des futurs retraités", la plupart des enseignants du niveau secondaire qui prendront leur retraite au cours des 15 prochaines années devront le faire à l'âge obligatoire, mais sans toucher des rentes maximales. Nous avons mis sur pied un système permettant aux enseignants plus âgés de se retirer plus tôt, sans perte financière importante. Les enseignants qui ont atteint le facteur 90, mais à qui il manque quelques années d'expérience pour avoir droit aux rentes maximales, devraient pouvoir prendre leur retraite plus tôt. La différence de salaire entre un enseignant qui prend sa retraite et le débutant qui le remplace pourrait servir à financer la retraite du premier, sans le pénaliser, et sans frais supplémentaires pour le conseil scolaire.

1. Au niveau du comté

   (a) Une partie de la différence de salaire pourrait être investie sous forme de rente annuelle qui servirait à verser au nouveau retraité la rente maximale qu'il retirerait s'il demeurait en en fonction jusqu'à 65 ans.

   (b) Le conseil scolaire pourrait dédommager directement, à même ses "économies", l'enseignant qui prend sa retraite.

2. Au niveau provincial

   Une autre formule consisterait à faire assumer par le conseil scolaire les "contributions en moins" résultant de la retraite anticipée, tout en percevant les fonds additionnels nécessaires pour verser au nouveau retraité une rente maximale pendant 5 ans.

Chapitre 9

Incidences de la baisse des effectifs scolaires sur les établissements et installations

Tous les conseils scolaires détiennent en fidéicommis un actif public considérable, sous forme d'immeubles et terrains, qui n'a cessé d'augmenter chaque année avec l'expansion du système scolaire. L'un des avantages de la baisse des effectifs dans les écoles a été de réduire de façon importante l'accumulation de ces immeubles. Le Tableau 9.1 donne un aperçu de ces dépenses de 1967 à 1977. Plusieurs conseils scolaires se retrouvent aujourd'hui avec des immeubles excédentaires qu'ils doivent, au nom de l'efficacité, vendre ou affecter à d'autres usages. L'exploitation efficace de ces immeubles pose un défi de taille aux conseils scolaires, aux administrations et aux planificateurs locaux.

La réaffectation ou la vente des immeubles excédentaires ne doit pas se faire précipitamment. Une évaluation soignée doit être faite dans chaque cas et toute proposition de réaffectation ou de vente doit être étudiée attentivement par les responsables de la planification scolaire et municipale. Si l'on veut développer un saine attitude envers l'utilisation future des immeubles scolaires, il serait bon de connaître plusieurs aspects de l'historique de leur acquisition.

Au cours des années d'acquisition nette d'immeubles, leur caractère de longue durée justifiait qu'ils soient considérés comme une dette publique, tant au niveau local que provincial. Comme le rythme de remboursement de cette dette était plus rapide que celui de la dévaluation des immeubles, les dépenses scolaires étaient en réalité moins élevées qu'elles ne le semblaient, c'est-à-dire qu'une partie d'entre elles était transformée en immobilisations. Mais maintenant que nous utilisons ces immeubles payés aux cours des années précédentes, les dépenses scolaires actuelles sont plus élevées qu'elles ne le semblent.

Si la période d'expansion avait été suivie d'une longue période de stabilisation, la réduction des coûts d'utilisation des immeubles déjà payés pourrait être considérée comme le loyer et l'intérêt pour les investissements

TABLEAU 9.1

CONSTRUCTION D'ECOLES EN ONTARIO,
NOUVELLES ECOLES ET AGRANDISSEMENTS, 1967-1976/1977

Année[1]	Gain ou perte (-) d'effectifs	Nombre de projets achevés[3]	Nouvelles places-élèves	Total des coûts (soumission)	Gain ou perte (-) d'effectifs (2)	Nombre de projets achevés[3]	Nouvelles places-élèves	Total des coûts (soumission)	Gain ou perte (-) d'effectifs (2)	Nombre de projets[3]	Nouvelles	Total des coûts (soumission)
				$,000's				$,000's				$,000's
1967	40,181	330	72,800	91,117	27,710	108	40,750	133,540	67,891	438	113,550	224,657
1968	25,538	335	77,742	114,417	37,071	56	28,457	101,950	62,609	391	106,199	216,367
1969	25,527	333	67,374	115,395	29,872	56	26,472	93,451	55,399	389	93,846	208,846
1970	9,371	243	74,074	116,832	26,234	65	35,329	117,336	35,605	308	109,403	234,168
1971	- 8,648	215	60,486	97,415	17,607	81	28,785	128,231	8,959	296	89,271	225,646
1972	-11,739	221	46,453	88,957	8,493	67	27,287	93,713	- 3,246	288	73,740	182,670
1973-74[4]	-22,216	226	36,704	80,721	2,712	64	12,670	48,598	- 19,504	290	49,374	129,319
1974-75	-18,046	110	28,864	57,730	3,925	31	8,789	35,772	- 14,121	141	37,653	93,502
1975-76	-15,361	163	35,784	88,735	15,510	54	7,404	36,402	149	217	43,188	125,137
1976-77	-29,393	108	25,065	72,554	7,895	25	6,332	35,753	- 21,498	133	31,397	108,307
TOTAL	- 4,786	2,284	525,346	923,873	177,029	607	222,275	824,746	172,243	2,891	747,621	1,748,619

1) Année civile jusqu'en 1972; après cette date, année fiscale (du 1er avril au 31 mars)

2) Au 30 septembre

3) Calculés lors de l'année du parachèvement

4) Aucune comparaison possible: les renseignements fournis vont du 1er janvier 1972 au 31 mars 1973

5) Aucune comparaison possible: les renseignements fournis vont du 1er janvier 1972 au 31 mars 1973

Source: Rapports du ministère de l'Education

antérieurs. Cette réduction des coûts représenterait le rendement que les contribuables d'aujourd'hui seraient en droit d'attendre de leurs investissements d'hier. Comme certains de ces immeubles sont aujourd'hui excédentaires, le rendement sur les investissements d'hier peut être réalisé en vendant ces immeubles ou en les affectant à d'autres services publics.

La répartition équitable du produit de la vente de ces immeubles ou les bénéfices résultant de leur utilisation à d'autres fins constituent un problème des plus complexes. Cette complexité découle de la participation des conseils scolaires et du gouvernement au financement de l'acquisition de ces immeubles, sans compter que cette participation n'a pas toujours été la même au cours des années, ni d'un conseil scolaire à l'autre. Enfin, les immeubles ne sont pas répartis également entre les municipalités d'un même conseil scolaire.

Pour illustrer ces problèmes d'équité, supposons que deux conseils scolaires s'apprêtent à vendre une école excédentaire au prix de $1 000 000: l'une a été payée à raison de 75% par le trésor provincial et 25% par le conseil scolaire; l'autre a été payée par une subvention provinciale de 25% et des contributions locales de 75%. Si le gouvernement n'exigeait pas sa part du produit de la vente, le premier conseil scolaire ferait un bénéfice fortuit de $750 000, et le second de $250 000 seulement. Ceux qui n'ont pas d'immeubles excédentaires ne recevraient rien. Au nom de l'équité, le gouvernement peut exiger une "subvention négative" de $750 000 dans le cas du premier conseil scolaire, et de $250 000 dans le cas du second. Cela encouragerait naturellement les deux conseils scolaires, surtout le premier, à faire servir leurs immeubles excédentaires à d'autres fins. En réalité, nous aurions réglé ces problèmes d'équité aux dépens de l'utilisation efficace des locaux désaffectés.

Supposons maintenant que le premier de ces conseils scolaires (de comté) décide de faire servir l'immeuble à des fins communautaires et que le gouvernement n'exige aucun remboursement. Cet immeuble joue un rôle communautaire utile, c'est-à-dire qu'il rend service à une municipalité. Mais la raison d'être d'un conseil scolaire de comté est de fournir des services d'ordre scolaire seulement,

et à un "ensemble de collectivités". Comme les municipalités sont des entités distinctes, les services communautaires qui conviennent à l'une ne conviennent pas nécessairement à l'autre. Un problème d'équité entre les municipalités surgit donc, à moins que le conseil scolaire ne puisse mettre à la disposition de chaque municipalité des immeubles équivalents. Un autre problème peut surgir: l'usage inefficace d'un immeuble public, dans le cas où les revenus de l'immeuble mis à la disposition d'une collectivité ne sont pas proportionnels à la valeur marchande de l'utilisation de cette propriété.

J'admets qu'il est impossible d'arriver à une équité parfaite lorsqu'il s'agit de vendre des locaux excédentaires ou de les réaffecter à d'autres fins. Mais il ne faut pas oublier que la réorganisation et l'expansion du système, en raison de la croissance des municipalités et des nouvelles utilisations des terrains, ont pu parfois entraîner la désaffectation d'une école. Le problème de l'équité ne dépend pas seulement de la baisse des effectifs. En outre, la baisse de la population scolaire ne provoquera pas une augmentation soudaine des immeubles excédentaires.

Le problème de l'utilisation équitable et efficace des immeubles scolaires excédentaires n'est pas nouveau, mais dans le contexte actuel, il constituera un élément de plus en plus important des problèmes politiques et administratifs des conseils scolaires. Les immeubles font partie du portefeuille d'immobilisations qu'un conseil scolaire doit gérer dans l'intérêt public. Comme tout gestionnaire, le conseil scolaire doit, de temps en temps, remplacer l'une des valeurs du portefeuille ou la vendre en vue de réaliser un bénéfice. Dans la gestion de son portefeuille, le conseil scolaire doit favoriser l'utilité maximale de chacune des valeurs de son actif, tout en tenant compte de certaines contraintes importantes quant à l'équité et aux règlements, passés et actuels, sur le financement des immeubles scolaires.

Plusieurs mémoires présentés à cette Commission portaient sur l'un ou l'autre aspect des installations scolaires dans le contexte actuel. L'affectation des écoles excédentaires à d'autres fins a été l'un des sujets les plus souvent abordés. Comme on peut s'y attendre, l'inutilisation de ces immeubles, en raison de leur

caractère visible, rappelle de façon permanente la réduction de l'échelle des activités du système scolaire public.

J'attire en particulier l'attention du lecteur sur l'une des études déjà mentionnées, School Facilities, the Community, and Declining Enrolment -- A Handbook of Suggestions for Ontario Boards of Education, (Bulletin d'information n° 1, de Howard Henderson, et al., préparé pour cette Commission, février 1978). Cette étude nous renseigne sur l'évolution du nombre d'immeubles excédentaires et les moyens utilisés jusqu'à maintenant pour en disposer ou les faire servir à d'autres fins. Elle contient surtout une excellente introduction aux stratégies et mécanismes actuellement en usage (ou à l'étude) relativement aux immeubles excédentaires. Les auteurs ne cachent pas que la gestion de ces immeubles présente un défi de taille pour les conseils scolaires et leurs administrateurs, et que certains des problèmes connexes sont propres à un conseil scolaire ou à quelques-uns à un moment donné. Il ressort également de cette étude que les solutions apportées par les conseils scolaires reflètent leurs propres styles administratifs et politiques, voire la personnalité de leurs membres et administrateurs.

Je suis d'avis que les problèmes de gestion des écoles excédentaires ne peuvent être mieux réglés ailleurs que dans les bureaux des conseils scolaires. Il peut sembler que je recommande ainsi au ministère de l'Education de ne pas s'occuper directement de cette question. Tout en sachant que les commissaires et les administrateurs connaissent bien les conditions et les besoins particuliers de leurs conseils scolaires, je ne modifie pas la recommandation présentée dans mon deuxième rapport préliminaire, et répétée dans le chapitre 7 de ce rapport:

> Que des mesures soient prises pour augmenter le contrôle du ministère sur certaines décisions d'ordre financier telles que l'utilisation et la vente des immeubles et terrains...

Je maintiens cette recommandation. Cependant, le "contrôle du ministère" ne signifie pas que ce dernier substituera son pouvoir de décision à celui des conseils scolaires. Cela signifie plutôt que le ministère élaborera des

règlements (et des lois, au besoin) en vue de protéger les intérêts des contribuables provinciaux dans les décisions prises par un conseil scolaire et favoriser l'équité quant aux incidences de ces décisions sur les contribuables des différents territoires et municipalités d'un conseil scolaire. Le ministère devra aussi favoriser l'acquisition d'informations et de connaissances (notamment certaines aptitudes et expériences) permettant aux conseils scolaires de mieux administrer le bien public.

La gestion des immobilisations des conseils scolaires n'est que l'un des aspects des problèmes dont j'ai parlés dans ma première recommandation sur l'administration, au Chapitre 4 de mon deuxième rapport préliminaire:

> Entreprendre immédiatement un effort soutenu pour promouvoir des solutions politiques décentralisées aux problèmes locaux et provinciaux découlant de la réduction des effectifs scolaires, notamment les problèmes de coordination et de coopération. Organiser des rencontres de discussions et de négociations pour traiter des problèmes communs aux conseils scolaires et aux groupes intéressés. Encourager les administrateurs des conseils scolaires et les fonctionnaires du ministère de l'Education à promouvoir ces rencontres.

Je crois que le meilleur moyen de promouvoir l'utilisation ou la vente des immeubles scolaires excédentaires, dans le meilleur intérêt des collectivités, est d'encourager les discussions et négociations entre conseils scolaires, et entre ces derniers et les autres organismes de services communautaires. Mais il est essentiel que les parties intéressées connaissent bien les règles du ministère et sachent qu'il est préférable d'affecter les immeubles et terrains excédentaires à d'autres usages communautaires plutôt que de les vendre. Soulignons que la location, l'échange et la vente de terrains entre conseils scolaires, notamment entre un conseil scolaire séparé et un conseil scolaire public qui se chevauchent, sont un excellent moyen de disposer d'immeubles excédentaires dans le plus grand intérêt public. Dans ces opérations, le ministère devra sans doute jouer à la fois le rôle de courtier et celui de partie intéressée, de manière à éviter qu'un échange qui serait dans l'intérêt des contribuables ne puisse se réaliser en raison des complexités de notre système de subventions. Rappelons en outre qu'au nom de l'efficacité dans l'utilisation des immeubles publics, les organismes communautaires et publics doivent s'attendre à payer pour l'utilisation des immeubles scolaires excédentaires.

Dans mon deuxième rapport préliminaire (section B, chapitre 1), j'ai recommandé que notre premier objectif de planification au cours des dix prochaines années soit la réévaluation de la structure du système scolaire (missions et relations organisationnelles). Il ne faudrait pas que les écoles entreprennent de nouvelles missions sans cette planification, ni qu'elles le fassent en réaction automatique devant la baisse de leur clientèle régulière. C'est pourquoi j'ai recommandé que la structure du système scolaire ne soit pas modifiée sensiblement avant que nous ayons réglé les problèmes immédiats d'adaptation à la baisse rapide de notre clientèle et à l'augmentation des pressions financières.

Cette réticence à voir les conseils scolaires s'empresser d'assumer de nouveaux rôles en matière de services publics est suffisante pour inciter à la plus grande prudence dans l'affectation des écoles à des fins communautaires. Nous devons être prêts à mettre nos écoles désaffectées au service de la collectivité, mais non pas uniquement parce qu'elles sont désaffectées.

En outre, comme il se peut que dans quelques années, la mission de l'école et les frontières entre les services des conseils scolaires et ceux des autres organismes publics (y compris les bureaux et organismes de plusieurs ministères) soient redéfinies, il vaut mieux différer la vente des immeubles. J'ai déjà souligné, dans mon deuxième rapport préliminaire, que c'est parfois poser un geste de saine administration que de vendre un immeuble. Je n'entends nullement suggérer que les conseils scolaires accumulent des immeubles devenus inutiles, ou s'adonnent à la spéculation. Mais je leur suggère d'envisager avec prudence et sans précipitation la possibilité de se départir de leurs immeubles excédentaires et de remettre à plus tard la vente d'immeubles de peu d'importance.

J'en arrive maintenant à deux recommandations importantes concernant les immeubles scolaires. Dans mon deuxième rapport préliminaire, j'ai recommandé que le ministère prolonge, en 1978 et en 1979, le moratoire sur l'application des "subventions négatives" dans le cas de la vente d'installations scolaires (section B, chapitre 7). Selon ce moratoire, un conseil scolaire peut disposer de ses immobilisations et, avec l'approbation du ministère, en appliquer le produit à l'achat d'autres propriétés pour son usage sans que le principe des subventions

négatives ne s'applique. Cette disposition permettra une gestion plus efficace des portefeuilles d'immobilisations des conseils scolaires. Au nom de l'efficacité de cette gestion, je fais la recommandation suivante:

> Que chaque conseil scolaire soit autorisé à disposer comme il l'entend des immeubles désaffectés, à en faire servir immédiatement le produit à l'achat d'autres immeubles, ou à le déposer en fidéicommis pour une période pouvant aller jusqu'à cinq ans, sans que le principe des "subventions négatives" ne s'applique. Au cours de cette période, le conseil scolaire pourra utiliser ces fonds pour l'achat de nouvelles propriétés dont l'acquisition aura été approuvée par le ministère. Les revenus des fonds déposés en fidéicommis seront répartis entre le conseil scolaire et le ministère dans la même proportion que les revenus de la vente.

La deuxième recommandation importante vise à accroître le rôle du gouvernement dans la planification de l'utilisation des écoles désaffectées et à réduire la dette publique. Je fais la recommandation suivante:

> Que le ministère de l'Education assume intégralement, à même ses revenus courants, les coûts d'acquisition de nouveaux terrains, bâtisses et annexes, y compris leur remplacement, approuvés par le ministre et qu'il en soit immédiatement alors propriétaire. Cette mesure doit entrer en vigueur le plus tôt possible et s'appliquer rétroactivement à toutes les dépenses reliées aux immeubles et installations approuvés après le 31 décembre 1977.

La mise en oeuvre de cette recommandation permettra d'adopter une attitude financière prudente face à la diminution de la clientèle scolaire. L'idée n'est pas nouvelle et elle est conforme aux vues exprimées par le regretté J.G. Althouse il y a une quarantaine d'années.

Outre ces deux recommandations principales, je présente les recommandations suivantes en réponse aux conditions actuelles:

(i) Qu'un moratoire de deux ans soit décrété sur la construction de nouvelles écoles secondaires et que les élèves excédentaires soient dirigés par autobus vers d'autres écoles.

(ii) Qu'au moins 50% du budget d'investissement soit consacré à la rénovation des installations scolaires et versé aux conseils scolaires sur la même base (c'est-à-dire selon le même ratio des dépenses provinciales par rapport aux dépenses locales) que les subventions d'exploitation.

(iii) Que les dépenses en immobilisations continuent d'être contrôlées par le ministère, par le biais des bureaux régionaux.

(iv) Lorsqu'un conseil scolaire accueille les élèves excédentaires d'un conseil scolaire voisin ou contigu, que le ministère offre ses services pour négocier les ententes et les conditions et, lorsque l'intérêt public l'exige, les rendre obligatoires. Si nécessaire, que le ministère précise qu'aucune transaction entre deux conseils scolaires ne sera approuvée à moins de servir l'intérêt des contribuables locaux et provinciaux.

(v) Que les conseils scolaires soient tenus de préparer, pour l'information du public, un énoncé de leurs politiques concernant le transport des élèves, les fermetures possibles ou prévues de classes et d'écoles et l'utilisation des locaux désaffectés (tel qu'indiqué dans le deuxième rapport préliminaire et le Bulletin d'information n° 1).

En guise de commentaire final, je crois bon de faire remarquer que le produit de la vente d'immeubles désaffectés ou les bénéfices provenant de leur affectation à d'autres fins constituent l'une des économies possibles découlant de la baisse de la population scolaire. Pour maximiser ces économies, il faudra une planification et une collaboration accruesde la part des conseils scolaires, du ministère, des municipalités et des organismes de services communautaires.

Chapitre 10

Incidences de la baisse des effectifs scolaires sur le financement des écoles

Peu d'exercices en éducation des adultes sont plus efficaces que ceux auxquels un commissaire doit se livrer dans le cadre de son travail. Je regrette seulement que ce mode d'apprentissage coûte trop cher pour faire partie des techniques courantes d'éducation des adultes. Je m'intéresse depuis très longtemps aux questions scolaires et sociales, et pendant toute mon étude sur les incidences de la baisse de la population scolaire sur notre système d'éducation, j'ai été particulièrement frappé par leurs conséquences sur l'économie de cette province et sur le financement de notre système scolaire.

Mes préférences étant connues depuis trop longtemps, je ne peux cacher mes craintes devant l'affaiblissement d'un système que j'ai vu prospérer avec tant de satisfaction. Mais ce que j'ai appris au cours des quatorze derniers mois m'a convaincu que la baisse des effectifs scolaires est une occasion sans précédent de réaliser des économies dans la conduite des affaires publiques. Nous avions raison d'être fiers de l'important système scolaire mis sur pied au cours des années 1950 et 1960 pour répondre aux besoins d'une clientèle grandissante. La satisfaction et le soulagement que nous ressentons aujourd'hui devant la réduction des pressions financières découlant de la baisse de notre clientèle depuis dix ans sont tout aussi justifiés. Certaines des économies ainsi réalisées nous reviendront sans doute, sous une forme ou sous une autre, mais je suis convaincu qu'elles seront plus considérables et plus rapides si nous faisons l'effort nécessaire pour bien planifier cette période de compression de notre système scolaire.

Dans mon évaluation de la situation actuelle du financement de l'éducation, je reconnais avoir été grandement influencé par un certain nombre d'études, effectuées pour cette Commission, sur les différents aspects du financement public, du financement scolaire et des choix qui s'offrent à nous. Les sept rapports du Committee on the Costs of Education, sous la direction de M. J.R. McCarthy, m'ont aussi considérablement aidé à comprendre en particulier l'évolution récente du financement scolaire.

Voici les études préparées pour cette Commission et qui m'ont particulièrement aidé:

David K. Foot, Resources and Constraints: Public Education and the Economic Environment in Ontario 1978-1987.

Richard M. Bird, Financing Education in Ontario; Issues and Choices.

D.A. Dawson, Economies of Scale and Cost Quality Relationships in Elementary and Secondary Schools: A Survey.

David Stager, Elementary and Secondary School Teachers' Salaries in Ontario, 1900 to 1975.

John B. Kervin, Declining Enrolments and Teacher-Board Negotiations: Bargaining Conditions of Employment.

Peter J. Atherton, Declining Enrolment and the Aging Teaching Force.

Richard M. Bird et N. Enid Slack, Property Tax Reform and Educational Finance.

E. Brock Rideout, Alternatives for Educational Finance Within the Established Parameters.

Peter J. Atherton et J. Chalcraft, Comparisons and Projections: The Teachers' Superannuation Fund in Relation to Public Sector Pension Plans.

David M. Cameron, Declining Enrolment and the Financing of Education in Ontario.

E. Brock Rideout, Abstracts of Reports on Costs of Education, Financial Aspects of Declining Enrolment, and of Current Research into Problems of Declining Enrolment.

Il se peut que les auteurs ne soient pas entièrement d'accord avec les conclusions que j'ai tirées. Au cas où elles seraient très différentes de leurs attentes, je me bornerai à souligner que chacun d'eux a remarquablement réussi à attirer mon attention sur les particularités et les complexités des aspects du financement scolaire et du financement public que je leur avais demandé de m'expliquer. Ces rapports sont maintenant publiés et je suis convaincu qu'il n'est pas nécessaire de partager mon point de vue sur le financement scolaire et public pour les apprécier.

Dès le début de mes discussions avec les membres du comité d'étude sur le financement, je savais qu'il me fallait prendre position sur deux sujets très

importants, l'un plutôt technique, l'autre en matière de politique publique. Dans une première discussion sur les économies d'échelle, nous nous sommes demandé si les opinions extrêmes selon lesquelles la baisse des effectifs scolaires entraînerait une augmentation des coûts par élève étaient justifiées ou non, auquel cas ces économies seraient faibles ou nulles. Dans un deuxième temps, nous nous sommes demandé si les problèmes du financement scolaire pouvaient être réglés de façon satisfaisante en corrigeant le système de subventions en vigueur depuis 1964 ou en le remplaçant.

Pour répondre à la première question, il nous faut retourner à l'époque du regroupement des écoles et des conseils scolaires et de la mise sur pied d'un système de transport par autobus, politiques alors justifiées par des études préconisant des économies d'échelle. Un grand nombre d'études et de thèses de maîtrise et de doctorat en pédagogie, en économie et en administration, tendaient à démontrer que les écoles et les conseils scolaires importants permettraient de réduire les coûts unitaires, tout en maintenant constants les coûts d'une éducation de qualité égale ou supérieure.

Or, l'accroissement de l'échelle des activités s'est accompagné de hausses importantes des coûts de l'enseignement. Si l'on peut réaliser des économies d'échelle considérables, on doit alors supposer que les hausses des coûts par élève (en dollars réels) au cours des dernières décennies reflétaient soit une politique d'accroissement des dépenses par élève pour améliorer la qualité de l'enseignement, soit une amélioration de la situation des enseignants. Mais ce qui est plus important, c'est que la baisse de la population scolaire devrait maintenant augmenter sensiblement les coûts par élève.

Si l'on est convaincu qu'il est possible de réaliser d'importantes économies d'échelle dans notre système scolaire, on ne peut qu'être pessimiste devant les rapports qui existent entre les coûts par élève et le nombre d'élèves, dont il a été si souvent question dans les mémoires présentés à cette Commission. Selon ces mémoires, l'importance des frais "fixes" est telle qu'elle ne permet pas une réduction substantielle des coûts réels de l'éducation dans le contexte actuel. Les

économies résultant de la baisse de la population scolaire seront très lentes à se manifester, si jamais elles se manifestent. Mais je ne souscris pas à ce jugement.

A la suite de l'étude de Donald Dawson (que viennent, à mon sens, renforcer les travaux de E. Brock Rideout, Educational, Social and Financial Implications to School Boards of Declining Enrolments[1]) j'en arrive à la conclusion que les économies d'échelle, quoique très importantes, ne sont pas encore un sujet de préoccupation sérieux en Ontario. Comme le fait remarquer Hickcox, "les systèmes scolaires de l'Ontario, réorganisés en 1969, sont généralement importants. Il n'existe nulle part ailleurs en Amérique du Nord autant de systèmes scolaires de plus de 20 000 élèves" (premier rapport provisoire, chapitre 5). Il semble que les conseils scolaires ne seront pas beaucoup touchés par les problèmes d'économies d'échelle. Les grands conseils scolaires réorganiseront vraisemblablement leurs écoles, au besoin, pour faire face aux déséconomies d'échelle au niveau de l'école.

Je n'écarte pas la possibilité que certaines des économies éventuelles découlant de la chute des effectifs scolaires ne soient jamais réalisées en raison des déséconomies de petite échelle. Par ailleurs, je considère que les arguments relatifs aux frais "fixes" ne sont valables que pour quelques années. Dans mon deuxième rapport préliminaire, j'ai recommandé -- et je reprends ici cette recommandation -- qu'une aide financière soit accordée par le biais de subventions temporaires, aux conseils scolaires qui enregistrent une baisse importante de leurs effectifs. Dans certains cas, une partie des économies résultant de la baisse de la clientèle scolaire sera non pas abandonnée, mais différée.

La réorganisation des écoles en vue d'offrir des services de qualité à un nombre restreint d'élèves constitue un problème d'ordre administratif qu'il faudra du temps pour résoudre, mais on y parviendra. J'ai souvent parlé, dans ce rapport et dans mes rapports antérieurs, de l'important groupe d'administrateurs compétents et expérimentés qui joueront un rôle essentiel dans la réorganisation de nos systèmes scolaires. Il faudra se garder d'en réduire hâtivement le nombre

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[1] Rideout et al, Ministry of Education Research Project, 1977.

pour des raisons économiques. Il se peut que dans certains conseils scolaires, les cadres administratifs supérieurs soient momentanément trop nombreux, et que l'on envisage de les réduire, de 10 ou de 20% par exemple. Mais il faut procéder ici avec prudence. Ce n'est pas d'abord aux administrateurs que je pense en faisant cette recommandation, mais plutôt au fait que nous aurons besoin d'eux pour régler les problèmes découlant de la baisse de la clientèle scolaire. Il s'agit de faire en sorte que l'argent que nous avons investi nous rapporte. Or, ces personnes représentent des investissements considérables, que nous ne regretterons sûrement pas si nous savons mettre à profit actuellement leur compétence.

Quand au deuxième point sur lequel je devais me prononcer (corriger le système actuel de subventions ou le remplacer), j'ai réservé mon jugement jusqu'à la fin. Je me suis inspiré amplement de trois des études mentionnées ci-dessus: Richard M. Bird, Financing Education in Ontario: Issues and Choices; D.M. Cameron, Declining Enrolment and the Financing of Education in Ontario; et E. Brock Rideout, Alternatives for Educational Finance Within the Established Parameters.

Je résumerai brièvement, au risque de trop simplifier, les arguments de MM. Bird et Cameron. Depuis la réorganisation des conseils scolaires en 1969, nos systèmes scolaires sont à plusieurs égards (notamment au chapitre de leurs possibilités financières) beaucoup plus des organismes du gouvernement central que des collectivités locales. En effet, ils sont trop considérables et trop globaux pour servir efficacement de mécanisme politique pour la solution des conflits et des rivalités entre les collectivités (c'est là un grief maintes fois entendu lors des audiences publiques). En outre, comme ils fournissent un service publique unique et spécialisé, ils ne peuvent jouer un rôle de conciliateur dans les revendications financières concurrentielles des services scolaires et des autres services locaux (municipaux). Comme il est de plus en plus difficile de maintenir le pourcentage local de la participation provinciale/locale au financement scolaire, nous serions bien avisés de mener à son terme le processus de regroupement, de fusion et de centralisation. Selon les auteurs, le financement de l'éducation devrait relever du gouvernement.

Les problèmes du maintien de la contribution locale au financement scolaire proviennent en grande partie de la difficulté d'accroître les recettes de l'impôt local au rythme de l'inflation, et de l'impopularité et des faiblesses de l'impôt foncier.

Je m'empresse d'ajouter que les arguments présentés par Bird et Cameron en faveur du financement de l'éducation par la province ne sont pas les mêmes. Les deux présentent cependant cette recommandation de façon conditionnelle et ne suggèrent qu'une seule des nombreuses approches possibles.

Je résumerai tout aussi brièvement l'argumentation de Rideout. Selon lui, le système de subventions en vigueur depuis 1964 et la réorganisation des systèmes scolaires en 1969 ont effectivement contribué à améliorer les services scolaires et à répartir les dépenses moyennes par élève entre les conseils scolaires. Ces deux mesures obéissaient avant tout à des impératifs d'équité. Une certaine équité horizontale (traitement égal pour tous) a effectivement permis de combler les écarts au chapitre des dépenses moyennes par élève, d'un conseil scolaire à l'autre. L'introduction de "facteurs de pondération" dans l'attribution des subventions a effectivement permis de réaliser une certaine équité verticale (qui tient compte des conditions et des problèmes particuliers de certains élèves et conseils scolaires). Ces facteurs permettent de compenser les problèmes financiers des conseils qui connaissent des conditions difficiles ou ont un nombre démesurément élevé d'élèves spéciaux. La souplesse du système actuel permet d'apporter des corrections selon les circonstances, les nouvelles perceptions de l'équité et les conditions de partage du financement entre la province et l'administration locale.

Notre système de financement scolaire est loin de susciter l'enthousiasme, car il accuse de nombreuses faiblesses. Mais il fonctionne. Il a d'ailleurs favorisé l'expansion des activités scolaires et une certaine équité. Je pouvais recommander qu'on lui apporte des corrections ou qu'on le remplace carrément par un système de financement provincial. Mon choix n'a pas été facile. Comme on le verra dans les recommandations principales présentées plus loin, j'ai préféré garder le système actuel, mais sans me prononcer de façon claire et nette. J'ai retenu une solution de compromis en recommandant d'importants changements

structurels.

Avant de passer à ces recommandations, j'aimerais présenter rapidement quelques statistiques sur notre système scolaire public. Le Tableau 10.1 indique la provenance des recettes pour l'année financière 1975 (année civile). Depuis lors, les impôts locaux ont augmenté, mais les proportions sont restées sensiblement les mêmes. Les impôts locaux et les subventions provinciales représentent près de 97% du financement des écoles élémentaires et secondaires (compte tenu du fait que les "transferts d'autres conseils" viennent de ces deux sources. La différence importante entre les trois catégories d'écoles provient des ratios taxes locales/subventions provinciales. Les écoles séparées ont tiré 14,36% de leurs revenus des impôts locaux, contre 45,09% pour les écoles publiques, ce qui reflète l'assiette fiscale réduite des écoles séparées. Les subventions provinciales représentent 81,29% des revenus des écoles séparées, contre 52,01% pour les écoles publiques, ce qui révèle que les rapports sont ici inversés entre les revenus provenant des impôts locaux et les subventions allouées.

Le Tableau 10.2 indique la répartition des dépenses des conseils scolaires, qui est sensiblement la même pour toutes les écoles. Il montre également que le secteur public se caractérise par une forte concentration de main-d'oeuvre. Les salaires représentent de 54% (écoles séparées) à 57% (écoles publiques) des dépenses totales des conseils scolaires. Ils constituent aussi un élément important de la plupart des autres catégories de dépenses (sauf pour les postes "Fournitures et autres", "Immobilisations" et "Service de la dette". Les salaires des enseignants et autres agents d'éducation sont incontestablement les principales dépenses en matière scolaire. La réduction des dépenses scolaires signifie donc, à toutes fins pratiques, une réduction de l'emploi ou des salaires.

Le Tableau 10.3 donne sensiblement les mêmes renseignements, par élève, que les Tableaux 10.1 et 10.2. Les dépenses par élève au niveau élémentaire, presque identiques pour le système public ($1 185) et le système séparé ($1 173),

TABLEAU 1.01

RECETTES DES CONSEILS SCOLAIRES DE L'ONTARIO
ANALYSE DES RECETTES DES CONSEILS SCOLAIRES, 1975 (année civile)

Provenance des recettes	Ecoles élémentaires						Ecoles secondaires		Total	
	Ecoles publiques		Ecoles séparées		Total					
	Montant	%	Montant	%	Montant	%	Montant	%	Montant	%
	($,000's)		($,000's)		($,000's)		($,000's)		($,000's)	
Impôts locaux*	513,661	45.09	72,046	14.36	585,707	35.69	437,299	38.91	1,023,006	37.00
Subventions provinciales	592,514	52.01	407,851	81.29	1,000,365	60.96	628,345	55.91	1,628,710	58.91
Autres paiements provinciaux	1,746	0.15	2,196	0.44	3,942	0.24	1,241	0.11	5,183	0.19
Paiements fédéraux	4,600	0.40	2,507	0.50	7,107	0.43	5,482	0.49	12,589	0.45
Transferts d'autres conseils	4,783	0.42	2,595	0.52	7,378	0.45	19,385	1.72	26,763	0.97
Paiements de particuliers	317	0.03	220	0.04	537	0.03	6,097	0.54	6,634	0.24
Vente d'immeubles et prestations d'assurance	3,958	0.35	1,088	0.22	5,046	0.31	3,227	0.29	8,273	0.30
Autres revenus	6,378	0.56	2,608	0.52	8,986	0.55	12,442	1.11	21,428	0.77
Transferts des réserves et autres fonds	11,332	0.99	10,602	2.11	21,934	1.34	10,335	0.92	32,269	1.17
Total	1,139,289	100	501,713	100	1,641,002	100	1,123,853	100	2,764,855	100

* Représente la partie des dépenses totales qui doit être assumée par les taxes locales.

Source: Rapport du ministre (1976) p. 130

TABLEAU 10.2

DEPENSES DES CONSEILS SCOLAIRES DE L'ONTARIO
ANALYSE DES DEPENSES DES CONSEILS SCOLAIRES, 1975 (année civile)

Dépenses	Ecoles publiques		Ecoles séparées catholiques		Ensemble des écoles élémentaires		Ecoles secondaires		Total	
	Montant	%	Montant	%	Montant	%	Montant	%	Montant	%
	($,000's)		($,000's)		($,000's)		($,000's)		($,000's)	
Administration	22,475	2.01	14,383	2.95	36,858	2.30	23,177	2.16	60,035	2.24
Services	29,500	2.64	12,006	2.46	41,506	2.59	31,663	2.95	73,169	2.73
(1) Information	2,328	0.21	774	0.16	3,102	0.19	4,963	0.46	8,065	0.30
(2) Education	24,464	2.19	10,657	2.18	35,121	2.19	19,558	1.82	54,679	2.04
(3) Santé, alimentation	2,708	0.24	575	0.12	3,283	0.21	7,142	0.67	10,425	0.39
Ecoles de jour	734,356	65.76	308,566	63,29	1,042,922	65.01	736,373	68.58	1,779,295	66.44
(1) Salaires et avantages sociaux	638,226	57.15	262,987	53.94	901,213	56.18	628,184	58.50	1,529,397	57.11
(2) Fournitures et autres	96,130	8.61	45,579	9.35	141,709	8.83	108,189	10.08	249,898	9.33
Entretien et exploitation	152,194	13.63	65,851	13.51	218,045	13.59	139,086	12.95	357,131	13.34
Transport	46,047	4.12	23,609	4.84	69,656	4.34	37,075	3.45	106,731	3.98
Immobilisations à même les recettes	37,627	3.37	17,805	3.65	55,432	3.46	28,888	2.69	84,320	3.15
Service de la dette**	90,737	8.13	43,031	8.83	133,768	8.34	73,254	6.82	207,022	7.73
Autres frais d'exploitation	3,724	0.33	2,292	0.47	6,016	0.37	4,250	0.40	10,266	0.38
Dépenses nettes des écoles de jour	1,116,660	100	487,543	100	1,604,203	100	1,073,766	100	2,677,969	100
Ecoles de jour, dépenses nettes	1,116,660	98.01	487,543	97.18	1,604,203	97.76	1,073,766	95.54	2,677,969	96.86
Education permanente	235	0.02	650	0.13	885	0.05	12,912	1.15	13,797	0.50
Transferts à d'autres conseils	3,396	0.30	2,391	0.48	5,787	0.35	18,602	1.66	24,389	0.88
Dépenses autres que les frais d'exploit.	3,059	0.27	453	0.09	3,512	0.21	2,432	0.22	5,944	0.21
Radiation de taxes et révisions	6,740	0.59	408	0.08	7,148	0.44	5,417	0.48	12,565	0.45
Réserves et autres fonds	9,199	0.81	10,268	2.05	19,467	1.19	10,724	0.95	30,191	1.09
	1,139,289	100	501,713	100	1,641,002	100	1,123,853*	100	2,764,855	100

* Comprend les recettes et dépenses pour les écoles de déficients moyens.
** Comprend l'intérêt sur les emprunts à court terme pour immobilisations.

Source: Ibid.

TABLEAU 10.3

RECETTES ET DÉPENSES DES CONSEILS SCOLAIRES DE L'ONTARIO
ANALYSE DES PRINCIPAUX POSTES, PAR ÉLÈVE, 1975

(effectifs au 30 septembre 1975; les calculs sont fonction de l'année civile)

Principaux postes	Catégorie	Ecoles élémentaires			Ecoles secondaires	Ensemble des écoles
		Publiques	Séparées	Ensemble		
Recettes (les montants totaux sont exprimés en milliers de dollars)						
Impôts locaux	Montant total	513,661	72,046	585,707	437,299	1,023,006
	par élève	534	168	422	723	513
Subventions Provinciales	Montant total	592,514	407,851	1,000,365	628,345	1,628,710
	par élève	616	953	720	1,038	817
Autres	Montant total	33,114	21,816	54,930	58,209	113,139
	par élève	34	51	40	96	57
Total	Montant total	1,139,289	501,713	1,641,002	1,123,853	2,764,855
	par élève	1,185	1,173	1,181	1,857	1,386
Dépenses (les montants totaux sont exprimés en milliers de dollars)						
Administration	Montant total	22,475	14,383	36,858	23,177	60,035
	par élève	23	34	27	38	30
Services scolaires	Montant total	24,464	10,657	35,121	19,558	54,679
	par élève	25	25	25	32	27
Salaires et avantages sociaux des enseignants	Montant total	638,226	262,987	901,213	628,184	1,529,397
	par élève	664	615	649	1,038	767
Fournitures scolaires	Montant total	96,130	45,579	141,709	108,189	249,898
	par élève	100	107	102	179	125
Frais d'exploitation	Montant total	152,194	65,851	218,045	139,086	357,131
	par élève	158	154	157	230	179
Transport	Montant total	46,047	23,609	69,656	37,075	106,731
	par élève	48	55	50	61	54
Dépenses d'immobilisations à même	Montant total	37,627	17,805	55,432	28,888	84,320
	par élève	39	42	40	48	42
Service de la dette	Montant total	90,737	43,031	133,768	72,254	207,022
	par élève	94	101	96	121	104
Autres	Montant total	31,389	17,811	49,200	66,442	115,642
	par élève	33	42	35	110	58
Total	Montant total	1,139,289	501,713	1,641,002	1,123,853	2,764,855
	par élève	1,185	1,173	1,181	1,857	1,386

Source: Inscriptions: voir le Rapport du ministre (1975), p.41.
Recettes et dépenses: voir le Tableau 10.2.

montrent bien l'efficacité des objectifs de péréquation (ou plus exactement l'un de ses aspects) de la structure des subventions. On observe également un écart considérable dans les dépenses par élève au niveau élémentaire ($1 181) et au niveau secondaire ($1 857). Cet écart se maintient pour toutes les catégories de dépenses.

Les Tableaux 10.4, 10.5 et 10.6 présentent un autre aspect des dépenses des conseils scolaires. Ils indiquent les effectifs, les coûts et les dépenses par élève, de 1970 à 1976, respectivement pour les écoles publiques, séparées et secondaires. La colonne "Indice" indique les changements relatifs des coûts par élève, par rapport à 1970. La baisse constante du nombre d'élèves dans les écoles publiques depuis 1970 est très évidente. Elle apparaît pour la première fois en 1976 dans le cas des écoles séparées. Au cours de ces années, la clientèle des écoles secondaires a augmenté progressivement. Aucune relation évidente n'apparaît entre le nombre d'élèves et le coût par élève. De 1970 à 1975, alors que les effectifs des écoles séparées augmentaient et ceux des écoles publiques diminuaient, l'indice des dépenses par élève passait de 1 000 à 1 827 pour les écoles séparées, et de 1 000 à 1 724 pour les écoles publiques. Mais dans le cas des écoles secondaires, dont la clientèle n'a cessé d'augmenter, l'indice des dépenses par élève n'est passé que de 1 000 à 1 457. L'évolution de cet indice montre que l'écart diminue constamment entre les dépenses des écoles séparées et publiques, et entre les niveaux élémentaire et secondaire. Mais il ne nous apprend rien sur les rapports entre la diminution du nombre d'élèves et le coût par élève.

Les Tableaux 10.4, 10.5 et 10.6 indiquent en outre quels auraient été les coûts des écoles publiques, séparées et secondaires, si ces trois types d'écoles avaient eu en 1976 le même nombre d'élèves qu'en 1970. D'après la colonne "Dépenses estimatives pour les effectifs de 1970", les écoles publiques auraient alors dépensé $153 484 000 de plus en 1976, et les écoles séparées $5 949 000 de moins. On peut en conclure qu'au niveau élémentaire, les économies résultant de la baisse des effectifs ont été d'environ $147 500 000. Quant aux écoles secondaires, elles auraient dépensé $121 007 000 de moins si leur clientèle était demeurée au niveau de 1970.

TABLEAU 10.4

RECETTES ET DÉPENSES DES CONSEILS SCOLAIRES DE L'ONTARIO, 1970-1976
ANALYSE DES COÛTS, DES PERTES OU AUGMENTATIONS, DES TAXES LOCALES ET DES SUBVENTIONS PROVINCIALES

ÉCOLES PUBLIQUES

Année	Montant / %	Effectifs au 30 septembre	Gains ou pertes d'effectifs	Dépenses réelles $ 000's	Coût par élève $	Dépenses estimatives pour les effectifs de 1970 $ 000's	Augmentation des dépenses estimatives $ 000's	Taxes Locales $ 000's	Pourcentage des dépenses effectives	Dépenses par élève $	Subventions provinciales $ 000's	Pourcentage des dépenses effectives	Moyenne par élève $
1970	Montant	1,047,055	+ 4,494	723,818	691.29	723,818	0	404,249	55.85%	386.08	303,930	41.99%	290.27
	Indice				1,000								
1971	Montant	1,034,703	-12,352	778,676	752.56	787,972	9,296	397,412	51.04	384.08	366,052	47.01	353.77
	Indice				1,089								
1972	Montant	1,022,935	-11,768	839,904	821.07	859,705	19,801	395,658	47.11	386.79	424,615	50.56	415.09
	Indice				1,188								
1973	Montant	998,668	-24,267	866,518	867.67	908,498	41,980	403,151	46.52	403.69	438,584	50.61	439.17
	Indice				1,255								
1974	Montant	977,545	-21,123	953,875	975.79	1,021,706	67,831	449,297	47.10	459.62	475,101	49.81	486.01
	Indice				1,412								
1975	Montant	961,625	-15,920	1,139,289	1,184.75	1,240,498	101,209	513,661	45.09	534.16	592,514	52.01	616.16
	Indice				1,714								
1976	Montant	937,292	-24,333	1,310,665	1,398.35	1,464,149	153,484	654,700	49.95	698.50	617,873	47.14	659.21
	Indice				2,023								

Source: Voir le Rapport du ministre (1969-1977)

TABLEAU 10.5

RECETTES ET DÉPENSES DES CONSEILS SCOLAIRES DE L'ONTARIO, 1970-1976
ANALYSE DES COÛTS, DES PERTES OU AUGMENTATIONS, DES TAXES LOCALES ET DES SUBVENTIONS PROVINCIALES

ÉCOLES SÉPARÉES CATHOLIQUES

Année	Montant / %	Effectifs au 30 septembre	Gains ou pertes d'effectifs	Dépenses réelles $ 000's	Coût par élève $	Dépenses estimatives pour les effectifs de 1970 $ 000's	Augmentation des dépenses estimatives $ 000's	Taxes Locales $ 000's	Pourcentage des dépenses effectives	Dépenses par élève $	Subventions provinciales $ 000's	Pourcentage des dépenses effectives	Moyenne par élève $
1970	Montant	418,433	+4,877	268,577	641.86	268,577	0	53,893	20.07%	128.80	207,510	77.26%	495.92
	Indice				1,000								
1971	Montant	422,137	+3,704	300,035	710.75	297,401	- 2,634	54,080	18.02	128.11	235,362	78.44	557.55
	Indice				1,107								
1972	Montant	422,166	+ 29	325,818	771.78	322,938	- 2,880	53,190	16.33	125.99	262,743	80.64	622.37
	Indice				1,202								
1973	Montant	424,217	+2,051	360,206	849.11	355,296	- 4,910	56,164	15.59	132.39	278,650	77.36	656.86
	Indice				1,323								
1974	Montant	427,294	+3,077	397,637	930.59	389,390	- 8,247	60,310	15.17	141.14	320,983	80.72	751.20
	Indice				1,450								
1975	Montant	427,853	+ 559	501,713	1,172.63	490,667	-11,046	72,046	14.36	168.39	407,851	81.29	953.25
	Indice				1,827								
1976	Montant	422,793	-5,060	577,081	1,364.93	571,132	- 5,949	96,539	16.73	228.34	464,507	80.49	1,098.66
	Indice				2,127								

Source: Ibid.

TABLEAU 10.6

RECETTES ET DÉPENSES DES CONSEILS SCOLAIRES DE L'ONTARIO, 1970-1976
ANALYSE DES COÛTS, DES PERTES OU AUGMENTATIONS, DES TAXES LOCALES ET DES SUBVENTIONS PROVINCIALES

ÉCOLES SECONDAIRES

Année	Montant / %	Effectifs au 30 septembre	Gains ou pertes d'effectifs	Dépenses réelles $ 000's	Cout par élève $	Dépenses estimatives pour les effectifs de 1970 $ 000's	Augmentation des dépenses estimatives $ 000's	Taxes Locales $ 000's	Pourcentage des dépenses effectives	Cout par élève $	Subventions provinciales $ 000's	Pourcentage des dépenses effectives	Moyenne par élève $
1970	Montant	556,913	+26,234	710,025	1,274.93	710,025	0	341,061	48.04%	612.41	333,139	46.92%	598.19
	Indice				1,000								
1971	Montant	574,520	+17,607	782,025	1,361.18	758,059	- 23,966	333,929	42.70	581.23	411,090	52.57	715.54
	Indice				1,068								
1972	Montant	583,013	+ 8,493	846,486	1,451.92	808,593	- 37,893	339,106	40.06	581.64	467,833	55.27	802.44
	Indice				1,139								
1973	Montant	585,725	+ 2,712	882,236	1,506.23	838,839	- 43,397	345,190	39.13	589.34	492,654	55.84	841.10
	Indice				1,181								
1974	Montant	589,650	+ 3,925	972,812	1,649.81	918,801	- 54,011	393,988	40.50	668.17	521,880	53.65	885.07
	Indice				1,294								
1975	Montant	605,160	+15,510	1,123,853	1,857.12	1,034,254	- 89,599	437,299	38.91	722.62	628,345	55.91	1,038.31
	Indice				1,457								
1976	Montant	613,055	+ 7,895	1,321,366	2,155.38	1,200,359	-121,007	620,323	46.95	1,011.86	637,805	48.28	1,040.37
	Indice				1,691								

Source: Ibid.

Les Tableaux 10.4, 10.5 et 10.6 fournissent d'autres renseignements importants. Ils indiquent les revenus provenant des taxes locales et des subventions provinciales, et le pourcentage des dépenses par rapport à chacune de ces sources, de 1970 à 1976. Pour les écoles publiques, la part des taxes locales dans le financement des dépenses est passée de 55,85% en 1970 à 45,09% en 1975, pour remonter à 49,95% en 1976, soit environ un pour cent de plus qu'en 1971 (51,04%). Pour les écoles séparées, elle est passée de 20,07% en 1970 à 14,36% en 1975, pour remonter à 16,73% en 1976, soit environ 1,29% de plus qu'en 1971. Dans le cas des écoles secondaires, elle est passée de 48,04% en 1970 à 38,91% en 1975, pour remonter à 46,95% en 1976, soit environ 1 pour cent de plus qu'en 1970.

Le Tableau 10.7 présente un autre ensemble de séries statistiques. De façon moins détaillée que les renseignements sur la croissance des revenus en dollars courants et en dollars réels (présentés dans le premier chapitre de ce rapport), il fournit certaines indications sur la capacité du contribuable ontarien. Les revenus réels (en dollars constants) des familles et les revenus "autres" ont connu une croissance ininterrompue pendant toute la décennie terminée en 1976. Mais alors que la médiane des revenus des familles a augmenté en dollars réels de 46,6% (de $7 689 à $11 270), celle des revenus "autres" n'a augmenté que de 35,4% (passant de $2 484 à $3 363). Je sais qu'une partie importante de l'augmentation des revenus des familles par rapport aux revenus "autres" peut provenir, du moins en partie, du nombre accru de femmes mariées sur le marché du travail. Mais ces écarts entre les taux d'augmentation ont influencé quelque peu mon point de vue sur les domaines fiscaux qu'il faudrait exploiter aux fins scolaires. Même si ces différences ne m'avaient pas influencé, elles contribueraient dans une certaine mesure à déterminer le réalisme des politiques fiscales de rechange.

D'après le Tableau 10.7, la capacité du contribuable à financer un système scolaire public de qualité n'a certainement pas diminué au cours des dernières années (malgré les faiblesses de notre économie en 1977 et en 1978). Comme je l'ai souligné dans la Partie 1 de ce rapport, nous sommes financièrement en mesure de maintenir, voire d'accroître notre contribution au financement des services publics, y compris de l'éducation, par le biais des taxes locales (impôt

TABLEAU 10.7

EVALUATION DE LA CAPACITE DU CONTRIBUABLE, ONTARIO, 1967-1976
EVOLUTION DES REVENUS DES FAMILLES ET DES REVENUS AUTRES

Année	Revenus des familles				Revenus autres			
	Dollars courants		Dollars constants		Dollars courants		Dollars constants	
	Moyenne	Médiane	Moyenne	Médiane	Moyenne	Médiane	Moyenne	Médiane
	$	$	$	$	$	$	$	$
1967	7,366	6,644	8,515	7,689	2,959	2,149	3,420	2,484
1969	8,733	7,852	9,282	8,292	3,583	2,488	3,808	2,672
1971	10,113	9,121	10,113	9,121	3,877	2,608	3,877	2,608
1972	11,036	10,185	10,528	9,668	4,405	3,279	4,202	3,063
1973	12,454	11,328	11,047	10,035	4,768	3,416	4,230	3,007
1974	14,603	13,284	11,682	10,654	5,584	4,037	4,467	3,247
1975	16,368	14,874	11,818	10,747	6,187	4,544	4,467	3,256
1976	18,714	16,773	12,576	11,270	7,029	5,068	4,723	3,363

Source: Rapport de Statistique Canada sur les revenus des familles.

foncier). C'est pourquoi je n'entends pas recommander un accroissement important du financement provincial de l'éducation par rapport au financement local, ne serait-ce que pour ne pas diminuer la motivation en vue d'une réforme de l'impôt foncier. Nous n'avons guère fait de progrès en ce sens, mais cette réforme reste un objectif valable, et nous ne devons rien faire pour réduire la motivation à la faire.

Comme je l'ai déjà indiqué, je favorise le maintien de la structure actuelle des subventions et de la participation provinciale/locale au financement scolaire. Non seulement je ne veux pas diminuer la motivation en vue d'une réforme fiscale, mais les meilleurs arguments présentés en faveur d'un système de financement entièrement provincial n'ont rien à voir avec la baisse de la population scolaire. En fait, ce phénomène les rend même moins irrésistibles. Toutes choses étant égales (notamment le taux d'inflation), il serait plus difficile de maintenir la participation locale au financement scolaire si le nombre d'élèves ne diminuait pas et si les coûts continuaient d'augmenter.

Je dois cependant faire une recommandation importante touchant la restructuration du financement scolaire. Je recommande:

> Que les entreprises* soient évaluées et taxées aux fins scolaires directement par la province et exemptées des taxes scolaires municipales. Le taux de la taxe scolaire sur les entreprises sera uniforme à travers la province et le produit de cette taxe servira à financer l'enseignement élémentaire (des systèmes séparé et public) et secondaire dans le cadre de la formule de péréquation qui s'applique aux subventions générales.

Il y a un grand nombre de variations sur ce thème de la taxation provinciale des entreprises commerciales et industrielles aux fins scolaires, et je n'entends pas m'étendre sur chacune d'elles. Je me contenterai de souligner que je ne recommande pas de réforme de l'impôt foncier des entreprises industrielles et commerciales en faveur des municipalités. Si le mécanisme actuel d'imposition

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* Dans le cas des entreprises appartenant à un particulier dont la part peut être déterminée, ce dernier doit pouvoir payer ses taxes soit au système scolaire public, soit au système des écoles séparées.

unique par la municipalité est maintenu, les sommes perçues aux fins scolaires peuvent être versées aux conseils scolaires et considérées par ces derniers comme faisant partie de leurs revenus généraux au titre des subventions provinciales. Si ces sommes sont supérieures aux subventions, l'excédent serait alors versé à la province.

Les opposants les plus farouches de l'impôt foncier, notamment l'impôt foncier des particuliers, peuvent voir dans cette recommandation l'occasion de réduire, voire d'éliminer l'impôt foncier des particuliers aux fins scolaires. Telle n'est pas l'intention de cette recommandation. Nous ne voulons pas que le taux d'imposition des entreprises modifie sensiblement les ratios existants entre l'impôt foncier des entreprises et l'impôt des particuliers aux fins scolaires.

Ma deuxième recommandation importante sur le financement scolaire concerne le pourcentage des coûts de l'éducation assumé par l'impôt foncier. Je fais la recommandation suivante:

> Que l'impôt foncier aux fins scolaires représente 40% des dépenses provinciales totales d'exploitation des conseils scolaires reconnues aux fins des subventions. (Si la première de ces deux recommandations fondamentales est acceptée, l'impôt foncier comprendra deux volets: l'impôt foncier provincial aux fins scolaires sur les entreprises et l'impôt foncier local aux fins scolaires sur les résidences et les exploitations agricoles. Ces deux volets représentent 40% des dépenses d'exploitation des conseils scolaires.)

En raison des complexités du système de subventions aux fins scolaires, je doute que beaucoup de personnes comprennent parfaitement ce système. Il semble impossible de déterminer exactement à l'avance quelle sera la proportion exacte de la taxe foncière et des subventions provinciales dans le financement des dépenses totales approuvées des conseils scolaires. Mais on peut établir une approximation, ce qui est suffisant. En outre, il n'est pas nécessaire que le partage 40%-60% soit fixé une fois pour toutes ou atteint immédiatement. Nous devons procéder graduellement. Mais je crois qu'il est important que l'objectif (relativement à la taxe foncière) soit considérablement plus bas que la participation

actuelle, qui est de l'ordre de 50%-50%. Je ne nie pas que la contribution de l'impôt foncier pourrait être de 50% ou davantage sans accroître lourdement le fardeau des contribuables ou mettre en danger la qualité de l'enseignement, à condition que d'autres mesures pour protéger les propriétaires à faibles revenus (et les locataires) soient introduites dans le régime de l'impôt sur le revenu. Mais je ne crois pas que les contribuables de cette province désirent une augmentation importante de notre dépendance à l'égard de l'impôt foncier. Ils ne sont pas prêts à accepter cette mesure, et avant de l'adopter, il faudra faire une réforme générale importante de ce mode de taxation.

Pour qu'il atteigne vraiment son but, l'objectif de participation de la taxe foncière aux coûts de l'éducation, fixé à 40% (ou aux environs de 40%), doit demeurer le même pendant un certain temps; sa révision doit être annoncée un ou deux ans à l'avance, et il doit être à nouveau fixé pour plusieurs années.

Le principal avantage qu'il y aurait à retirer aux municipalités l'impôt foncier des entreprises serait de réduire considérablement les fluctuations des dépenses par élève dépassant les "plafonds provinciaux". Je crois que la plupart des politiciens et administrateurs scolaires, sans compter les contribuables, sont d'avis que les dépenses "excédentaires" devraient être laissées à la discrétion des conseils scolaires, et que l'écart qui existe entre les conseils scolaires relativement au fardeau fiscal local que représentent ces dépenses est trop grand. L'uniformisation à l'échelle provinciale de la taxe foncière des entreprises permettra aux conseils scolaires d'apporter les correctifs désirés à leurs dépenses et réduira l'écart entre les conseils.

Certains conseils scolaires continueront d'avoir une évaluation foncière par élève plus élevée. Ils pourront continuer d'assumer des dépenses qui excèdent les plafonds provinciaux, tout en surchargeant moins leurs contribuables que les conseils scolaires moins bien pourvus. Nous n'y pouvons rien. Si nous décidons qu'il s'agit là d'une injustice intolérable, nous pourrons y remédier dans quelques années. En outre, comme le signale Rideout dans son étude sur les solutions de rechange au financement scolaire, cette étape finale dans la

répartition uniforme du fardeau du financement scolaire peut très bien se faire par le biais de redressements ultérieurs dans le programme actuel de subventions. De toute façon, ce ne sont pas là des problèmes qui découlent de la baisse de la population scolaire.

Je sais que les deux recommandations principales que j'ai faites relativement au financement scolaire ne sont pas des solutions aux problèmes découlant directement de la baisse de la population scolaire. Mais elles peuvent être la solution à des problèmes indirects très importants, qu'il serait peut-être plus juste de décrire comme des conséquences directes de notre comportement politique face à la baisse des effectifs dans nos écoles. L'appropriation aussi rapide par le Trésor provincial d'une partie aussi importante des économies découlant de la baisse des effectifs scolaires était probablement une mesure prudente de financement public, mais une erreur politique.[1] Les recommandations d'ordre financier que j'ai présentées visent à renforcer les fondements politiques de la participation provinciale locale au financement scolaire et à remonter le moral des commissaires, des administrateurs, des contribuables et des enseignants.

Il se peut que la recommandation suivante ne semble pas reliée directement aux problèmes découlant de la baisse des effectifs scolaires. Mais comme elle se rapporte aux régimes de retraite des enseignants, qui prennent une importance accrue dans le contexte actuel, elle m'apparaît découler directement de ce phénomène. Je fais donc la recommandation suivante:

> Que les contributions de l'employeur à la caisse de retraite des enseignants soient faites par les conseils scolaires et qu'elles soient comprises dans les dépenses d'exploitation reconnues aux fins des subventions.

Cette recommandation vise à rattacher le paiement de ces contributions aux employeurs des enseignants, qui en déterminent indirectement l'importance. La négociation des salaires se fait au niveau local, de même que l'embauchage et la promotion des enseignants. Les contributions à la caisse de retraite sont fonction du salaire. Au moment où des modifications dans l'admissiblité à la retraite et aux promotions peuvent jouer un rôle important dans la planification du personnel,

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[1] Selon le programme actuel de subventions, le gouvernement réalise intégralement sa part des économies par élève découlant de la baisse des effectifs scolaires, ce qui n'est pas le cas des conseils scolaires. Cette mesure donne évidemment à la province un grand avantage par rapport à ces derniers. Une répartition plus équitable de ces économies s'impose de toute urgence.

nous ne pouvons prolonger cette anomalie qui consiste à laisser à une autorité (le conseil scolaire) le soin de fixer les coûts, et à une autre autorité (le gouvernement, qui garantit la solidité actuarielle de la caisse de retraite), le soin de les payer.[1]

Tout le monde conviendra, j'en suis sûr, que la recommandation suivante est liée directement aux problèmes de la baisse des effectifs dans nos écoles. Je recommande:

> Que les conseils scolaires dont la clientèle diminue reçoivent une aide particulière sous forme de "financement réparti" (établissement de la moyenne des inscriptions) permettant d'étaler sur plusieurs années la perte des revenus de subventions découlant de la baisse de leurs effectifs, tant que dure cette baisse.

J'aurais pu présenter une recommandation plus détaillée, mais j'ai décidé de n'en rien faire. Toute variation sur ce thème donnera des résultats satisfaisants. La raison d'être de cette recommandation peut être exprimée ainsi: même la meilleure administration locale ne peut, dans tous les cas, s'adapter rapidement et sans heurt à la situation actuelle, surtout si toutes ses écoles sont touchées. En certains cas, les problèmes seront suffisamment graves pour nécessiter une compensation financière de la part du gouvernement. J'ai déjà indiqué clairement que les économies découlant de la baisse des effectifs scolaires sont importantes et intéressantes. Il appartient aux commissaires et aux administrateurs locaux de voir à ce qu'elles reviennent effectivement aux contribuables locaux et provinciaux. Mais au nom de la prudence, nous ne choisirons pas toujours de réaliser le plus rapidement possible ces économies. En certains cas, nous pourrons attendre -- un ou deux, trois ans, ou même davantage.

Dans mon deuxième rapport provisoire, j'ai recommandé que cette compensation financière soit limitée aux conseils scolaires dont la baisse de la clientèle est plus élevée que la moyenne prévue, en supposant que les conseils scolaires sont en mesure de planifier et de s'organiser de manière à faire face à la baisse moyenne ou "prévue". Mais je ne reprends pas ici cette recommandation. En effet, je ne vois pas comment elle pourrait aller à l'encontre de nos critères d'efficacité -- elle peut même les favoriser -- en atténuant par une compensation financière

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[1] Advenant le cas, bien improbable, que la négociation des salaires se fasse directement avec le ministre pour l'ensemble de la province, c'est-à-dire qu'il y ait une seule échelle salariale provinciale, comme cela existe dans certaines provinces, cet argument demeure valable, à moins que la sélection et l'embauchage actuels des enseignants soient également soustraits aux conseils scolaires.

l'ampleur des problèmes découlant de la baisse de la clientèle scolaire. Ce qui est important, c'est que cette compensation soit temporaire et pour une durée déterminée.

Les recommandations suivantes ont trait à des problèmes qui ne découlent pas nécessairement de la baisse de la population scolaire, mais qui sont aggravés par ce phénomène. Je fais les recommandations suivantes:

> Que les subventions spéciales aux conseils scolaires isolés soient maintenues. Je recommande en outre que les écoles qui connaissent des conditions géographiques ou autres particulières soient désignées par le ministre comme admissibles à des subventions spéciales. Ces subventions leur permettront d'offrir les cours et services essentiels définis par le ministre, même au prix d'un coût par élève exceptionnellement élevé. Je recommande également que les règlements permettent de s'assurer que ces subventions supplémentaires servent réellement aux écoles désignées.
>
> Que les subventions "spéciales" ou "d'encouragement" actuelles du Ministre de l'Education soient intégrées à la formule des subventions générales au moyen, par exemple, de "facteurs de pondération" (à l'exception des cas mentionnés ci-après). Mais si ces subventions doivent être maintenues comme élément distinct du système des subventions scolaires, je recommande que le ministère assume tous les coûts des services qu'il entend promouvoir.
>
> Que des subventions pour l'éducation de l'enfance en difficulté, l'enseignement aux francophones et l'enseignement des langues ethniques soient prévues dans une section spéciale des règlements et supervisées de manière à s'assurer qu'elles servent effectivement les fins pour lesquelles elles ont été prévues.

Nous devrions entreprendre la tâche d'améliorer la structure de notre financement scolaire en nous fondant sur l'hypothèse que les contribuables ontariens, au niveau local et provincial, pourront réaliser des économies considérables par suite de la diminution de la clientèle scolaire. Ces économies devraient être maximisées et réalisées dès que possible, une fois que nous aurons effectué la transition à une échelle d'activités réduites. Dans le contexte actuel, rien ne peut justifier un geste qui risquerait de nuire à la qualité de l'enseignement. Au contraire, l'une des façons de bien utiliser ces économies serait de les consacrer à améliorer la qualité de l'enseignement et

à élargir les services scolaires. Le financement de notre système scolaire public peut se faire soit par une participation provinciale locale à peu près semblable, soit par une participation accrue de l'un des deux partenaires. La plupart des problèmes actuels relativement à la contribution locale à cette participation découlent de l'inflation, et non pas de la baisse de la population scolaire. Comme nous ne pouvons pas freiner l'inflation, il nous apparaît très difficile de maintenir la contribution locale au financement scolaire sans une réforme importante de l'impôt foncier.

Section III

Résumé

Appendice 1

1. Que les conseils scolaires collaborent davantage entre eux dans la préparation de programmes et de matériel d'apprentissage. Que les fonctionnaires régionaux du ministère de l'Education soient invités à fournir leurs services pour favoriser et coordonner la collaboration au niveau régional et, dans certains cas, entre les régions.

2. Que le ministère de l'Education mette sur pied une équipe composée de fonctionnaires du ministère et de spécialistes de l'extérieur pour conseiller et seconder les conseils scolaires et les groupes de conseils scolaires dans la préparation de programmes et de matériel d'apprentissage. La consultation de cette équipe doit se faire par l'entremise des fonctionnaires régionaux. L'équipe de consultation n'entrera en fonctions qu'après avoir suivi un programme de formation de trois mois préparé conjointement par le ministère de l'Education, l'Ontario Teachers' Federation, l'Ontario Association of Educational Administrative Officials, les facultés de pédagogie et les conseils scolaires.

3. Que le ministère de l'Education prenne immédiatement les mesures nécessaires pour s'assurer que toutes les écoles de la province dispensent l'ensemble minimum descours et services prévuspar les politiques du ministère. Au besoin, le comité de supervision du ministère pourrait se charger de cette tâche.

4. Qu'un programme de base soit élaboré pour toutes les écoles de l'Ontario, de la maternelle à la 13^{e} année, et qu'il soit mis à l'essai officiellement par le ministère de l'Education.

5. Que le ministère de l'Education et le ministère des Universités et Collèges présentent des énoncés coordonnés de leurs politiques sur la formation d'un nombre croissant d'adultes qui n'ont pas terminé leurs études secondaires. Ces énoncés préciseront les initiatives qui pourront être prises pour le "recrutement" d'adultes, ou de jeunes qui ont quitté l'école prématurément, à des cours du niveau secondaire à plein temps ou à temps partiel, dans les domaines scolaire ou professionnel, ainsi que les politiques de subventions applicables.

6. Que le ministre de l'Education, après consultation des parties intéressées, planifie la mise sur pied, à titre expérimental, de centres de préparation de matériel d'apprentissage ou qu'il subventionne les centres déjà existants ou participe à leurs activités.

7. Que les liens communautaires encouragés par les programmes-cadres I, II et III (en cours d'élaboration) publiés sous le titre "Les Autochtones" soient poursuivis et élargis en vue d'offrir aux élèves autochtones des programmes qui respectent le plus possible leur culture sans les confiner pour autant dans un ghetto culturel, par exemple en recourant de plus en plus aux enseignants autochtones.

8. Que le ministère de l'Education, en collaboration avec les conseils scolaires, encourage la création d'une équipe d'orientation scolaire sensibilisée à l'éventail des options offertes aux élèves autochtones.

9. Que le ministère de l'Education et les conseils scolaires encouragent les autochtones à se prévaloir de leurs droits de participation aux affaires scolaires, y compris l'accès aux postes électifs.

10. Dans les classes à divisions multiples, qu'un effort spécial soit fait pour que le français, langue seconde, soit enseigné séparément à chaque division.

11. Que les écoles réduisent le va-et-vient des enseignants itinérants en portant de 20 à 40 minutes les cours de français, langue seconde. (C'est d'ailleurs là l'un des objectifs visés par le nouveau programme du ministère.)

12. Que les conseils scolaires accordent une attention spéciale à l'intégration des programmes de français, langue seconde, des niveaux élémentaire et secondaire.

13. Lorsque le nombre d'élèves des classes supérieures (par exemple, de la 11^{e} à la 13^{e} année) ne justifie pas le maintien d'un programme d'enseignement du français, langue seconde, qu'une école secondaire au moins soit désignée comme centre d'enseignement de cette matière et que les classes supérieures soient regroupées pour assurer un programme complet (de la 9^{e} à la 13^{e} année) de français, langue seconde.

14. Que les conseils scolaires étudient différents modèles de services coopératifs, dont celui de la région Centre nord, pour s'assurer que les services de consultation demeurent accessibles aux enseignants.

15. Que les cours de formation des professeurs d'anglais, langue seconde, ne visent plus uniquement à préparer des spécialistes en la matière, mais soient ouverts à tous les intéressés (tout en continuant de former des spécialistes en anglais, langue seconde).

16. Que le facteur de pondération du ministère continue d'être fonction du nombre de professeurs d'anglais, langue seconde, et que cette matière devienne obligatoire, c'est-à-dire que le ministère de l'Education établisse clairement le droit de tout enfant à l'anglais, langue seconde.

17. Que certains participants au programme Expérience 1979[1], aidés d'un professeur expérimenté d'anglais, langue seconde, soient employés l'été prochain à la préparation de matériel d'apprentissage.

18. Qu'un rapport sur les coûts et l'efficacité des programmes d'anglais, langue seconde, et un inventaire des mécanismes d'évaluation et de surveillance de ces programmes soient intégrés à tout projet de recherche subventionné dans le cadre du programme actuel de recherche du ministère de l'Education.

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[1] Programme d'emplois d'été à l'intention des finissants des écoles secondaires et des étudiants universitaires.

19. Que les initiatives actuelles sur l'intégration de l'esprit du multiculturalisme dans les programmes soient encouragées et poursuivies.

20. Que les enseignants soient préparés à enseigner dans une société multiculturelle. Le multiculturalisme, en tant qu'élément de formation des enseignants, doit imprégner tous les programmes.

21. Qu'il y ait une étroite collaboration entre les éditeurs, le ministère et les représentants des différents groupes majoritaires et minoritaires en vue d'assurer la préparation de matériel d'apprentissage multiculturel de qualité.

22. Que les initiatives prises dans le cadre du Plan de préparation de matériel d'apprentissage soient poursuivies et élargies de manière à englober, si possible, le matériel préparé habituellement par des agents contractuels.

23. En cas de baisse considérable du nombre d'élèves des classes supérieures, que les conseils scolaires envisagent de transformer une école secondaire en centre d'enseignement des langues, de manière à permettre aux élèves qui ont commencé l'étude d'une langue donnée d'en terminer le programme.

24. Que l'enseignement des langues repose davantage sur les besoins de la collectivité que sur les traditions de l'école.

25. Lorsqu'un programme d'enseignement des langues ethniques se déroule d'une manière satisfaisante, que des mesures soient prises pour en évaluer les effets sur le programme du niveau secondaire.

26. Que les conseils scolaires voisins travaillent en collaboration, de manière à éviter la duplication des services, notamment dans l'enseignement des langues ethniques, et s'assurer que les services de consultation sont accessibles aux enseignants.

27. Que le programme d'enseignement des langues ethniques soit poursuivi sous sa forme actuelle pendant quatre ou cinq ans encore. Lorsqu'il sera entièrement mis en oeuvre, des mesures pourront être prises pour en étudier l'incidence sur l'ensemble du programme du niveau secondaire et planifier à long terme la mise au point d'un programme semblable à tous les niveaux.

28. Que le ministère de l'Education et le ministère des Services communautaires déterminent l'éventail des services à offrir aux enfants "normaux", "défavorisés" et "avancés" d'âge préscolaire et aux jeunes enfants d'âge scolaire en dehors des heures de classe.

29. Par le biais de mécanismes de surveillance, d'une aide financière suffisante et d'autres ressources, que le ministère de l'Education s'assure que les enfants qui ont droit aux services à l'enfance en difficulté les reçoivent.

30. Que la formation professionnelle en enfance en difficulté soit assurée par les établissements de formation des enseignants et qu'elle soit complétée au besoin, au niveau local, par des programmes variés de perfectionnement en cours d'emploi et de recyclage, et qu'une attention particulière soit apportée aux résultats de l'étude de Kobrick et Reich sur les programmes actuels (voir Tableau 8, page 33, Document de travail n^{o} 36, Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario, 1978).

31. Que le ministre de l'Education modifie les lois et règlements pour que soit énoncé clairement et sans équivoque le droit inaliénable de tout enfant à recevoir les cours et services dont il a besoin et qui sont prévus par les politiques du ministère.

32. Que le ministre de l'Education encourage la mise sur pied d'écoles communautaires et qu'à cette fin, des négociations soient entreprises avec le ministre des Services communautaires et sociaux afin d'assurer la coordination des efforts et services, y compris des ressources financières et administratives.

33. Que le ministre de l'Education s'entende avec le service de la planification de l'Institut d'études pédagogiques de l'Ontario (qui a mis au point le modèle informatique requis et a accès à toutes les données nécessaires) pour préparer chaque année, à l'intention des conseils scolaires et à titre de service à la planification locale, les calculs nécessités par la recommandation du paragraphe précédent.

34. Que le ministre de l'Education ferme les Collèges de formation des enseignants de Toronto et de Hamilton à la fin de juin 1979 et confie leurs responsabilités aux facultés de pédagogie.

35. Que le ministère de l'Education envisage sérieusement la cessation des cours de formation professionnelle des enseignants, tout en continuant d'assumer un certain leadership dans la coordination des programmes offerts par les facultés de pédagogie et l'Institut d'études pédagogiques de l'Ontario.

36. Que le ministère de l'Education et le ministère des Universités et Collèges établissent immédiatement, pour septembre 1979 et septembre 1980, un contingentement des inscriptions aux facultés de pédagogie, en vue de les réduire de 50 pour cent par rapport à 1977-1978.

37. Que le ministère de l'Education et le ministère des Universités et Collèges, après consultation avec le Council of Ontario Universities et les universités qui ont des facultés de pédagogie, déterminent la taille minimale des facultés de pédagogie qui devraient être maintenues au cours des dix prochaines années, précisent celles qui devront être fermées et indiquent le contingentement -- sujet à révision périodique -- applicable à chacune des facultés restantes.

38. Que le plan recommandé au paragraphe précédent soit révisé en 1988 en fonction des besoins prévus en nouveaux enseignants dans les années 1990.

39. Que le ministère de l'Education et le ministère des Universités et Collèges, après consultation avec l'Ontario Teachers' Federation et les établissements de formation des enseignants, préparent un énoncé officiel des prévisions sur le nombre d'enseignants nécessaires au cours des dix prochaines années, y compris le nombre probable de nouveaux diplômés des établissements de formation des enseignants qui trouveront vraisemblablement un emploi dans le système scolaire public de l'Ontario.

40. Que l'énoncé mentionné dans la recommandation précédente soit distribué aux finissants de 13^{e} année et aux universités, par l'entremise des présidents et doyens des facultés des arts et des sciences et de pédagogie; qu'il paraisse dans la publication Dimensions du ministère de l'Education et soit diffusé dans la presse écrite et électronique.

41. Que le ministère de l'Education et le ministère des Universités et Collèges obligent les conseils scolaires à réviser leurs projections relatives à leurs besoins en personnel, par matière. Ces prévisions doivent être mises à jour et communiquées chaque année au ministère par le biais du service de la planification de l'Institut d'études pédagogiques de l'Ontario.

42. En se fondant sur les renseignements contenus dans le rapport dont il a été question dans la recommandation précédente, que le ministère, de concert avec les établissements de formation des enseignants, coordonne les inscriptions aux différents domaines d'études et niveaux, sans toutefois fixer de contingentement rigide.

43. Que les facultés de pédagogie révisent leurs programmes de manière à laisser aux étudiants le plus de souplesse possible dans le choix des domaines d'études et des niveaux scolaires.

44. Que les facultés de pédagogie diversifient leurs programmes de manière à décerner également des diplômes à ceux qui se destinent à un travail autre que l'enseignement régulier: garderies, travail social, jardins d'enfants, éducation dans les pays en voie de développement, par l'entremise du SUCO, par exemple; travail d'agent d'éducation au service de l'industrie et des entreprises commerciales, des pénitenciers, agent d'alphabétisation ou d'éducation des adultes.

45. Que les facultés disposent de plus de liberté et de souplesse dans le choix des stages pratiques pour leurs étudiants et qu'elles diversifient cet aspect de leur programme de formation.

46. Que les facultés qui auront mis au point un programme diversifié du type recommandé ci-dessus et approuvé par le ministère de l'Education et le ministère des Universités et Collèges, soient autorisées à augmenter leur contingentement.

47. Qu'une faculté de pédagogie soit transformée en centre de formation d'enseignants bilingues pour toutes les écoles de l'Ontario. Ce centre, qui deviendrait un microcosme dans lequel les candidats des deux langues officielles pourraient vivre et travailler dans un milieu bilingue, devrait être situé dans un endroit qui faciliterait l'accès aux deux langues et cultures.

48. Que les facultés mettent au point des programmes spéciaux à l'intention des enseignants excédentaires désireux de se recycler ou de se qualifier dans une autre discipline où leurs services seraient nécessaires.

49. Que le ministère de l'Education reconnaisse le principe d'un programme d'initiation à l'intention des nouveaux diplômés et invite les facultés de pédagogie à offrir ces programmes dans le prolongement de l'enseignement pratique.

50. Que le ministère de l'Education abandonne sa politique de décerner des certificats permanents d'enseignement et adopte plutôt un système de certificats temporaires de cinq ans, renouvelables seulements pour les enseignants pouvant attester de façon satisfaisante qu'ils se sont perfectionnés (au moins en suivant l'équivalent de six semaines de cours) au cours de la période précédant le renouvellement de leur certificat. Les enseignants qui désirent renouveler leur certificat devront fournir la preuve, non seulement de leurs qualifications, mais également de leurs succès professionnels (dans l'enseignement ou ailleurs).

51. Que les facultés de pédagogie et l'Institut d'études pédagogiques de l'Ontario soient encouragés à mettre au point un programme substantiel de formation en cours d'emploi et de perfectionnement professionnel à l'intention des enseignants, y compris le programme d'initiation indiqué dans la recommandation précédente. Les ministères pourraient, comme cela se pratique en Ecosse, financer

une certaine partie (par exemple, 20%) de ce programme. Cet encouragement pourrait aussi prendre une forme moins directe, par exemple en mettant au point une formule acceptable de subvention des activités en cours d'emploi à plein temps, au même titre que celles des cours réguliers de formation des enseignants. Je recommande de préférence l'adoption de cette dernière méthode.

52. Que les universités dotées d'une faculté de pédagogie et l'Institut d'études pédagogiques de l'Ontario soient incités, au moyen de subventions d'encouragement, par exemple, à mettre au point un programme menant à un diplôme ou à un grade universitaire en éducation des adultes, dont les crédits nécessaires pourraient être accumulés au moyen des différentes unités d'études des programmes de formation en cours d'emploi. Pour les subventions des inscriptions à ces cours, on pourrait adopter la formule dont il a été question dans la recommandation précédente.

53. Que les cours ouvrant droit à des crédits en vue d'un diplôme ou d'un grade universitaire en éducation des adultes soient dûment approuvés par le Conseil de l'université, étant entendu que pour l'obtention du diplôme seulement, il ne sera pas nécessaire de suivre la totalité ou la moitié des cours habituels comme dans la plupart des autres facultés. Pour rendre les programmes de formation en cours d'emploi accessibles au plus grand nombre, les unités d'étude correspondant à un cinquième ou à un quart des cours pourraient compter pour ce diplôme.

54. Dans la préparation de programmes en éducation des adultes, que les facultés de pédagogie et l'Institut d'études pédagogiques de l'Ontario sollicitent l'avis et la participation de leurs propres membres et de professeurs et administrateurs compétents et expérimentés de l'extérieur.

55. Que le ministère accepte de subventionner un certain pourcentage (par exemple, 10%) des activités d'une faculté de pédagogie ou de l'Institut d'études pédagogiques de l'Ontario pour la mise sur pied d'un service de consultation distinct et approuvé à l'intention du système scolaire.

56. Que les frais accessoires propres aux activités de perfectionnement professionnel de courte durée dont il a été question dans la recommandation précédente (à l'exclusion, naturellement, de la rémunération des professeurs) soient assumés par les participants.

57. Que les conseils scolaires soient encouragés à maintenir des "banques" d'enseignants pour permettre à ceux qui le désirent de s'inscrire aux activités de formation en cours d'emploi.

58. Que les nouveaux diplômés soient d'abord embauchés à temps partiel (qu'on leur confie par exemple 1/2 ou 2/3 de tâche, avec salaire proportionnel) et qu'au cours de leur première année d'enseignement, ils soient tenus de participer au programme d'initiation et aux séminaires organisés par les facultés d'éducation et l'Institut d'études pédagogiques de l'Ontario (en collaboration avec le ministère de l'Education et les associations d'enseignants).

59. Dans la mesure du possible et en vue de faciliter l'accès à certains services spéciaux, que les facultés de pédagogie et l'Institut d'études pédagogiques de l'Ontario dispensent leurs programmes de perfectionnement en cours d'emploi dans les endroits les plus accessibles à l'ensemble des participants. Cette mesure s'applique notamment dans le cas des enseignants de la région Nord.

60. Que le ministère de l'Education et le ministère des Universités et Collèges mettent sur pied un comité consultatif sur les besoins en personnel et la formation des enseignants, représentatif de toutes les parties intéressées.[1]

61. Que les facultés de pédagogie et l'Institut d'études pédagogiques de l'Ontario soient encouragés à maintenir leurs programmes universitaires de formation pédagogique au moins à leurs niveaux actuels d'admissions.

62. Que les facultés de pédagogie et l'Institut d'études pédagogiques de l'Ontario soient encouragés à étendre leurs activités à la recherche pédagogique et que tous les membres du personnel, sans distinction, aient droit aux subventions générales et spéciales allouées à cette fin par les ministères et autres organismes.

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[1] L'Ontario Teacher Education Forum, récemment approuvé, constitue un pas dans cette direction; il pourrait servir de base à ce comité.

63. Que les ministères envisagent l'élaboration d'une politique appropriée de compensation à l'égard des professeurs de pédagogie qui, en raison d'une décision ministérielle, ne pourront trouver un emploi correspondant à leur compétence.

64. Que les programmes visant à la formation d'agents de supervision qualifiés soient sévèrement restreints pour les cinq prochaines années, à moins qu'une certaine mobilité verticale automatique ne soit introduite dans le système.

65. Que les programmes de formation en cours d'emploi et le perfectionnement professionnel des enseignants soient encouragés par des congés d'étude et des exigences plus rigoureuses, notamment la nécessité de suivre des cours au niveau de la maîtrise ou du doctorat, des ateliers, conférences, mini-cours et programmes d'échanges. Sans s'écarter sensiblement des pratiques actuelles, cette politique inciterait sans doute un plus grand nombre d'enseignants à poursuivre une formation universitaire en pédagogie.

66. Dans tous les programmes de formation en cours d'emploi, qu'une attention particulière soit accordée aux problèmes de la gestion scolaire dans une situation de stagnation ou de compression; en pareil contexte, les solutions traditionnelles ne conviennent pas nécessairement. Ces programmes mettront l'accent sur une nouvelle forme de gestion par consultation et consensus, qui s'éloigne du modèle bureaucratique et se rapproche du modèle politique.

67. Que les bureaux régionaux soient renforcés le plus possible, à l'intérieur des limites financières existantes, pour permettre aux conseils scolaires de mettre au point des études démographiques et des plans de construction et de financement, de mettre en oeuvre des programmes-cadres et de préparer du matériel d'apprentissage.

68. Que soit entrepris immédiatement un effort soutenu pour promouvoir des solutions politiques décentralisées aux problèmes locaux et provinciaux découlant de la baisse des effectifs scolaires, notamment les problèmes de coordination et de coopération. Les administrateurs des conseils scolaires et les fonctionnaires du ministère de l'Education seront encouragés à promouvoir et à organiser des rencontres de discussions et de négociations pour traiter des problèmes communs aux conseils scolaires et aux groupes intéressés.

69. Que des mesures soient prises pour augmenter le contrôle du ministère sur certaines décisions d'ordre financier telles que l'utilisation et la vente des immeubles et terrains, les conditions de travail et les avantages sociaux du personnel, notamment les régimes de retraite, les gratifications de fin d'emploi, etc.

70. Que le ministère mette tout en oeuvre pour faciliter la formation d'une organisation provinciale de commissaires qui pourrait devenir leur porte-parole et jouer un rôle politique important.

71. Que les activités des bureaux régionaux soient élargies pour mieux aider les conseils scolaires locaux, en mutant à cette fin, si nécessaire, des membres du personnel du bureau central de Toronto.

72. Que le ministre passe en revue les objectifs, les activités et le personnel du bureau central et des bureaux régionaux, pour déterminer la pertinence et l'ampleur de la décentralisation dans les secteurs appropriés.

73. Que chaque conseil scolaire de la province soumette au ministre de l'Education une évaluation complète de ses besoins touchant les postes et fonctions de son personnel administratif, depuis le poste de directeur adjoint d'une école jusqu'à celui de directeur d'un conseil scolaire, et prépare un plan à court terme et à long terme de ses besoins en personnel dans ses écoles et son bureau central. Un exemplaire de cette évaluation et de ce plan, révisés, si nécessaire, tous les trois ans, sera soumis à l'approbation du ministère de l'Education par l'entremise des bureaux régionaux.

74. Dans la préparation de l'évaluation des besoins en personnel et autres, que les conseils scolaires se fondent sur l'hypothèse d'une délégation accrue des responsabilités au niveau de l'école; que le ministère de l'Education n'oublie pas cet élément dans l'évaluation et l'approbation de chacun des plans qui lui seront soumis.

75. Que le ministre s'assure que le personnel embauché par les conseils scolaires pour le règlement d'un problème urgent ou d'une crise de courte durée n'a été engagé que temporairement et en fonction d'une tâche déterminée.

76. Que le ministre de l'Education prenne immédiatement des mesures pour s'assurer que les dossiers de la classification des emplois sont dûment remplis au ministère et que les résultats sont publiés chaque année.

77. Que les ratios élèves/enseignant soient précisés pour chaque genre de tâche et calculés en se fondant sur les inscriptions au 30 septembre.

78. Dans leurs négociations avec les conseils scolaires, que les associations d'enseignants visent d'abord l'élimination des classes nombreuses. A cette fin, les négociations porteront non pas sur des diminutions du ratio moyen élèves/enseignant, mais sur la taille des classes des niveaux élémentaire et secondaire, qui sera reconsidérée chaque année, et sur un nombre maximum d'élèves.

79. Qu'aucune négociation ne soit entreprise par les enseignants ou par les conseils scolaires sur la seule base du ratio élèves/enseignant.

80. Que la notion de l'emploi continu soit retenue pour les engagements à plein temps et à temps partiel.

81. Que les enseignants qui prennent leur retraite prématurément puissent travailler jusqu'à 100 jours par année, au lieu de 20, sans être pénalisés, jusqu'à l'âge de 65 ans.

82. Que les règlements touchant la caisse de retraite soient modifiés pour permettre, d'ici à 1986, une retraite anticipée sur la base d'un facteur 85 (?).

83. Que la caisse de retraite soit contrôlée chaque année et qu'une évaluation complète en soit faite en 1986; si nécessaire, que les contributions des employeurs et des employés soient augmentées de temps en temps pour en conserver la valeur.

84. A la lumière de l'évaluation de 1986, des conditions économiques qui prévaudront alors et des perspectives d'avenir, qu'il soit décidé en 1986 soit de garder comme base le facteur 85, soit de revenir au facteur 90 ou à l'âge de 65 ans, ou d'adopter l'âge de 70 ans.

85. Que le monde de l'éducation se sensibilise de plus en plus aux réalités suivantes:
    (a) Retraite anticipée
    (b) Partage des tâches, notamment l'enseignement aux cours du soir ou d'été
    (c) Elimination des classes nombreuses
    (d) Encouragement aux divers types d'emplois à temps partiel
    (e) Promotions ou mutations, échanges et congés[1]

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[1] Voir: Industrial Inquiry Commission on Educational Leave and Productivity, nommée par le ministère fédéral du Travail, 150 Main Street West, Hamilton, L8T 1H8.

(f) Formation en cours d'emploi, notamment cours de recyclage et travail, pédagogique ou non, dans le commerce ou l'industrie.

86. Que les exigences actuelles touchant les avis de démission soient remplacées par une disposition incorporée aux conventions collectives négociées entre les conseils scolaires et les enseignants et précisant que l'intention de démissionner doit être signifiée le plus tôt possible, de préférence un an avant la fin de l'emploi.

87. Que les conseils scolaires soient tenus de donner un avis de congédiement d'au moins un an (12 mois) aux employés excédentaires. Si les services de l'employé ainsi avisé sont encore requis dans les 24 mois, cet employé sera réintégré dans ses fonctions avec tous ses droits, privilèges et avantages antérieurs.

88. Que le ministère de l'Education recueille et distribue chaque année des renseignements complets sur le nombre, les qualifications, l'âge et le sexe de toutes les catégories du personnel, y compris le personnel de soutien à l'emploi des conseils scolaires.[1]

89. Que le ministre de l'Education modifie les lois et règlements et prévoie des nominations temporaires à des postes de surveillance ou d'administration dans un conseil scolaire et que les conditions touchant la durée et les modalités de ces nominations (y compris le traitement versé, reconnu pour fins de subventions) soient fixées par les règlements.[2]

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[1] Bien qu'ils apparaissent dans le Rapport du ministre en 1975 et en 1976, ces renseignements ne figurent pas en 1977.

[2] Cette disposition s'appliquerait également aux employés des bureaux centraux et régionaux du ministère de l'Education.

90. Que chaque conseil scolaire prépare immédiatement et soumette au ministère de l'Education, avant le mois de juin 1979, ses plans à court terme jusqu'en 1983, et à long terme jusqu'en 1988, concernant les conditions de l'emploi, l'offre et la demande, la rémunération et les pensions du personnel non enseignant à plein temps et à temps partiel et, s'il y a lieu, les projets de contrats de services actuels et futurs confiés à l'extérieur.

91. Que le ministère de l'Education, en collaboration avec le Syndicat canadien de la fonction publique et les organismes syndicaux professionnels intéressés, fasse une enquête sur les causes et les effets des contrats confiés à l'extérieur, en vue d'en déterminer les avantages relatifs pour l'ensemble du système scolaire et la société en général.

92. Qu'une étude détaillée, analogue à celle de Rideout (1977) sur le personnel et le coût des écoles élémentaires, soit entreprise pour les écoles secondaires, y compris une révision des formules d'affectation du personnel et une série d'études de cas sur le rôle et la contribution du personnel non enseignant.

93. Que les membres du personnel non enseignant (les psychologues scolaires, par exemple) à qui un travail particulier est confié dans le cadre des programmes de l'enfance en difficulté soient inclus, selon l'importance de leur participation, dans le facteur de pondération utilisé pour le calcul des subventions à l'enfance en difficulté.

94. Qu'il n'y ait que deux unités de négociations habilitées à représenter le personnel non enseignant: une pour les employés de bureau, adjoints, conseillers, techniciens en audio-visuel et psychologues; l'autre pour les préposés à l'entretien, à l'exploitation, au transport et aux cafétérias.

95. Que chacun des membres du personnel soit compris dans l'une des unités de négociations mentionnées dans la recommandation précédente ou, à tout le moins, que chaque conseil scolaire encourage fortement toute initiative en ce sens.

96. Que les employés à temps partiel soient compris dans les unités de négociations et assurés des mêmes avantages sociaux que les employés à plein temps, y compris les avantages de la retraite.

97. Que chaque conseil scolaire soit autorisé à disposer comme il l'entend des immeubles désaffectés, à en faire servir immédiatement le produit à l'achat d'autres immeubles, ou à le déposer en fidéicommis pour une période pouvant aller jusqu'à cinq ans, sans que le principe des "subventions négatives" ne s'applique. Au cours de cette période, le conseil scolaire pourra utiliser ces fonds pour l'achat de nouvelles propriétés dont l'acquisition aura été approuvée par le ministère. Les revenus des fonds déposés en fidéicommis seront répartis entre le conseil scolaire et le ministère dans la même proportion que les revenus de la vente.

98. Que le ministère de l'Education assume intégralement, à même ses revenus courants, les coûts d'acquisition de nouveaux terrains, bâtisses et annexes, y compris leur remplacement, approuvés par le ministre et qu'il en soit immédiatement alors propriétaire. Cette mesure doit entrer en vigueur le plus tôt possible et s'appliquer rétroactivement à toutes les dépenses reliées aux immeubles et installations approuvées après le 31 décembre 1977.

99. (i) Qu'un moratoire de deux ans soit décrété sur la construction de nouvelles écoles secondaires et que les élèves excédentaires soient dirigés par autobus vers d'autres écoles.

(ii) Qu'au moins 50% du budget d'investissement soit consacré à la rénovation des installations scolaires et versé aux conseils scolaires sur la même base (c'est-à-dire selon le même ratio des dépenses provinciales par rapport aux dépenses locales) que les subventions d'exploitation.

(iii) Que les dépenses en immobilisation continuent d'être surveillée par le ministère par le biais des bureaux régionaux.

(iv) Lorsqu'un conseil scolaire accueille les élèves excédentaires d'un conseil scolaire voisin ou contigu, que le ministère offre ses services pour négocier les ententes et les conditions et lorsque l'intérêt public l'exige, les rendre obligatoires. Si nécessaire, que le ministre précise qu'aucune transaction projetée entre deux conseils scolaires ne sera approuvée à moins de servir l'intérêt des contribuables locaux et provinciaux.

(v) Que les conseils scolaires soient tenus de préparer, pour l'information du public, un énoncé de leurs politiques concernant le transport des élèves, les fermetures possibles ou prévues de classes et d'écoles et l'utilisation des locaux désaffectés (tel qu'indiqué dans le Rapport préliminaire n° 2 et l'Information Bulletin n° 1).

100. Que les entreprises* soient évaluées et taxées aux fins scolaires directement par la province et exemptées des taxes scolaires municipales. Le taux de la taxe scolaire sur les entreprises sera uniforme à travers la province et le produit de cette taxe servira à financer l'enseignement élémentaire (des systèmes séparé et public) et secondaire dans le cadre de la formule de péréquation qui s'applique aux subventions générales.

101. Que l'impôt foncier aux fins scolaires représente 40 pour cent des dépenses provinciales totales d'exploitation des conseils scolaires reconnues aux fins des subventions. (Si la première de ces deux recommandations fondamentales est acceptée, l'impôt foncier comprendra deux volets: l'impôt foncier provincial aux fins scolaires sur les entreprises et l'impôt foncier local aux fins scolaires sur les résidences et les exploitations agricoles. Ces deux volets représentent 40 pour cent des dépenses d'exploitation des conseils scolaires.)

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* Dans le cas des entreprises appartenant à un particulier dont la part peut être déterminée, ce dernier doit pouvoir payer ses taxes soit au système scolaire public, soit au système des écoles séparées.

102. Que les contributions de l'employeur à la caisse de retraite des enseignants soient faites par les conseils scolaires et qu'elles soient comprises dans les dépenses d'exploitation reconnues aux fins des subventions.

103. Que les conseils scolaires dont la clientèle diminue reçoivent une aide particulière sous forme de "financement réparti" (établissement de la moyenne des inscriptions) permettant d'étaler sur plusieurs années la perte des revenus de subventions découlant de la baisse de leurs effectifs, tant que dure cette baisse.

104. Que les subventions spéciales aux conseils scolaires isolés soient maintenues. Je recommande en outre que les écoles qui connaissent des conditions géographiques ou autres particulières soient désignées par le ministre comme admissibles à des subventions spéciales. Ces subventions leur permettront d'offrir les cours et services essentiels définis par le ministre, même au prix d'un coût par élève exceptionnellement élevé. Je recommande également que les règlements permettent de s'assurer que ces subventions supplémentaires servent réellement aux écoles désignées.

105. Que les subventions "spéciales" ou "d'encouragement" actuelles du ministre de l'Education soient intégrées à la formule des subvention générales au moyen, par exemple, de "facteurs de pondération" (à l'exception des cas mentionnés ci-après). Mais si ces subventions doivent être maintenues comme élément distinct du

système des subventions scolaires, je recommande que le ministère assume tous les coûts des services qu'il entend promouvoir.

106. Que des subventions pour l'éducation de l'enfance en difficulté, l'enseignement aux francophones et l'enseignement des langues ethniques soient prévues dans une section spéciale des règlements et supervisées de manière à s'assurer qu'elles servent effectivement les fins pour lesquelles elles ont été prévues.

107. Que l'on ne perde jamais de vue le fait que l'enfant est non seulement le centre du système scolaire, mais l'unique raison de l'existence de ce dernier.

Appendice 2

Coûts de la mise en oeuvre des recommandations

Les recommandations de cette Commission visent principalement à favoriser l'adaptation de notre système scolaire public aux nouvelles réalités démographiques et économiques. La plupart se prêtent mal à une estimation valable des coûts. Le plus souvent, ces coûts sont si évidents qu'il n'est guère nécessaire de les souligner.

C'est le cas, par exemple, de la recommandation selon laquelle le gouvernement assumerait la majeure partie, soit 60 pour cent, des coûts d'exploitation des conseils scolaires. Depuis 1975, le gouvernement a accru progressivement sa participation, qui avoisine aujourd'hui 50 pour cent. Le changement suggéré n'influera sans doute pas sur les coûts par élève, mais comme il s'agit d'un changement très important dans le financement de notre système scolaire, il pourrait influer sur notre tendance à investir dans la chose scolaire. Cependant, nos dépenses aux fins scolaires continueront de dépendre d'une foule de décisions politiques, quelles que soient les modifications apportées au partage des coûts.

En matière de financement scolaire, la recommandation la plus fondamentale concerne l'uniformisation de la base et du taux d'imposition des entreprises commerciales et industrielles aux fins scolaires. Il se peut que pareille restructuration ait des conséquences politiques importantes. En effet, les propriétaires

assujettis à l'impôt foncier, désireux de saisir l'occasion de réduire leurs taxes, pourraient tenter d'obtenir, par des pressions politiques, une augmentation des taxes foncières des entreprises. J'ai recommandé que le pourcentage des dépenses des conseils scolaires assumé par les revenus provenant de la taxe foncière sur les entreprises demeure sensiblement au niveau actuel pour l'ensemble de la province. Rappelons que lorsque ces entreprises sont taxées par les municipalités, elles assument une partie des dépenses qui dépassent les plafonds admissibles. L'uniformisation du taux de taxation des entreprises à travers la province et la répartition égale des revenus entre les conseils scolaires auraient pour effet d'élever quelque peu les plafonds pour certains conseils. Mais nous n'avons aucune raison de croire que cela se traduirait nécessairement par une augmentation importante des dépenses. En effet, certains conseils scolaires dont les dépenses avoisinent ou excèdent légèrement les plafonds provinciaux pourraient être tentés de dépenser un peu plus, tandis que d'autres, qui dépassent actuellement les plafonds (et dont une part importante des revenus provient de la taxe foncière sur les entreprises), devraient taxer davantage les particuliers pour maintenir le niveau actuel de leurs dépenses. Ces changements entraîneraient vraisemblablement une légère augmentation de l'ensemble des dépenses des conseils scolaires de la province. Mais cette augmentation ne se ferait pas au détriment de la province. En effet, dans les conseils scolaires où l'imposition des entreprises est actuellement démesurément élevée et où l'on n'entend pas réduire les avantages relatifs parallèlement aux coûts moindres par élève, l'augmentation des dépenses devrait être financée par une augmentation de l'impôt foncier des particuliers.

L'uniformisation de l'évaluation et des taux d'imposition des entreprises à travers la province équivaut en quelque sorte à obliger un conseil scolaire à obtenir le consentement des propriétaires de son territoire pour dépasser les plafonds provinciaux. En d'autres termes, les contribuables locaux assumeraient directement -- et intégralement -- les dépenses excédant les plafonds fixés. Nul ne peut prévoir les effets de cette politique sur les investissements en matière scolaire au niveau local.

Comme tout indique que la baisse des effectifs scolaires n'entraînera pas des déséconomies considérables et durables, j'ai supposé qu'elle entraînera des économies. Ces économies devraient être proportionnelles à la baisse des effectifs. Depuis quelques années, la clientèle scolaire diminue d'environ 2 pour cent par année dans les écoles élémentaires, et cette baisse se poursuivra encore quelques années. L'an prochain ou dans deux ans, les effectifs des écoles secondaires diminueront à leur tour de 2 à 4 pour cent, et ce phénomène se continuera pendant environ cinq ans. Nous pouvons supposer que les économies qui en résulteront seront proportionnelles à cette baisse. J'ai recommandé qu'elles ne soient cependant pas réalisées immédiatement. Si l'on décidait d'adopter une certaine forme d'étalement ou de moyenne mobile pour atténuer les problèmes d'organisation et d'administration découlant de la baisse des effectifs, la province pourrait reporter de quelques années une partie des économies résultant de cette baisse. La période d'étalement souvent suggérée est de trois ans. Cela signifierait qu'une baisse de 2 pour cent des effectifs serait

calculée à raison de 0,67 pour cent seulement la première année, de 1,34 pour cent la deuxième année, et intégralement à compter de la troisième année.

L'augmentation des dépenses en matière scolaire suit généralement l'accroissement des revenus. Malgré la faible performance de notre économie au cours des dernières années et les améliorations très modestes auxquelles on peut s'attendre dans un avenir prévisible, nous accroîtrons probablement un peu chaque année nos dépenses réelles par élève. Il sera donc pratiquement impossible de déterminer avec précision l'importance exacte des économies découlant de la baisse de la population scolaire. L'utilisation de ces économies est laissée aux conseils scolaires, qui peuvent décider, par exemple, de les faire servir à l'amélioration de la qualité de l'enseignement (ce qui signifie une augmentation des dépenses par élève). Mais les économies résultant de la baisse de la clientèle scolaire sont une chose, et l'augmentation des dépenses par élève est une autre chose. Pour mettre en oeuvre les recommandations contenues dans ce rapport, il en coûtera pour l'année Y, par exemple, environ les deux tiers des économies découlant de la baisse des effectifs de l'année Y - 1 à l'année Y. Pour l'année Y + 1, il en coûtera environ le tiers des économies de l'année Y - 1 à l'année Y; pour l'année Y + 2, il n'en coûtera rien.

Les recommandations visant à réduire de moitié les inscriptions aux établissements de formation des enseignants, de septembre 1977 à septembre 1979, représenteront une économie de 50 pour cent au

chapitre des subventions provinciales pour la formation de nouveaux diplômés en pédagogie. Mais comme les maisons d'enseignement supérieur utilisent déjà une formule d'étalement pour déterminer le nombre de leurs inscriptions aux fins de subventions, ces économies ne seront pas réalisées immédiatement. J'ai recommandé que les établissements de formation des enseignants reçoivent des subventions pour la recherche, l'aide pédagogique et le perfectionnement professionnel des enseignants (y compris le perfectionnement en cours d'emploi). Cette recommandation entraînera des coûts. Je suggère que 40 pour cent des économies réalisées par la province à la suite de la réduction des inscriptions dans les établissements de formation des enseignants soit affecté à ces subventions (ou, plus exactement, réinvesti immédiatement).

De façon générale, les recommandations contenues dans ce rapport visent à permettre aux contribuables, au niveau local et provincial, de profiter des économies découlant de la baisse de la population scolaire. La mise en oeuvre de ces recommandations sera financée à même une partie des économies à court terme, pour faciliter la réorganisation. Si le gouvernement accepte, comme nous le lui recommandons, un transfert modeste mais significatif du fardeau fiscal du niveau local au niveau provincial, cela entraînera une dépense au niveau provincial, mais non une dépense accrue pour les contribuables locaux et provinciaux.

Depuis le début de ce chapitre, j'ai parlé des coûts et des économies en dollars réels, sans tenir compte de l'inflation. Je tiens à souligner une fois de plus que la plupart des problèmes qui semblent être des problèmes d'adaptation devant la baisse de la clientèle scolaire se révèlent finalement être des problèmes de gestion et de financement du système scolaire dans un contexte inflationniste.

Comme je l'ai déjà indiqué, je ne crois pas que nous adoptions des politiques provinciales ou locales en vue de réduire les dépenses réelles par élève. Je crois plutôt que nous continuerons à dépenser davantage par élève, même si le pourcentage de cette augmentation sera probablement très modeste par rapport aux années précédentes. J'ai souligné également qu'il se peut que nous décidions de consacrer une partie moins importante du produit provincial brut ou des revenus des gouvernements (au niveau provincial et local) à notre système scolaire public. Mais ce qui me préoccupe davantage, c'est que nous ne tenions pas compte de l'inflation en décidant de consacrer plus ou moins d'argent à la chose scolaire.

Dans mon deuxième rapport provisoire, j'ai recommandé que pour une période de deux ans, les subventions provinciales par élève ne soient pas inférieures à celles de 1978 et qu'elles soient indexées au coût de la vie. Les recommandations de ce rapport final entraîneront une augmentation réelle des subventions provinciales par élève. Je souhaite qu'elles soient mises en oeuvre, pour freiner

légèrement la diminution de la participation du gouvernement aux coûts d'exploitation des conseils scolaires. Mais je souhaite encore plus que le gouvernement mette en oeuvre ma recommandation touchant l'indexation annuelle des subventions. Autrement, je ne vois pas comment il sera possible de discuter intelligemment de ce que devraient être les niveaux de dépenses scolaires provinciales. Pour être bien renseignés sur la situation actuelle des dépenses en matière d'éducation, il faut d'abord établir clairement l'importance des modifications à apporter aux subventions provinciales par élève pour une année donnée, pour compenser l'augmentation du coût de la vie depuis l'année précédente. Ce n'est qu'ensuite que nous pourrons décider de maintenir, d'augmenter ou de diminuer le montant réel des subventions. Ce qui importe, ce n'est pas d'augmenter ou de réduire les subventions par élève, mais de savoir si, en fait, nous nous trouvons à les augmenter ou à les diminuer.

Appendice 3

Conclusion

En guise de conclusion, je résumerai et commenterai les points principaux de mon enquête. Les recommandations du deuxième rapport préliminaire et celles de ce rapport final ont déjà été présentées dans une section spéciale.

(1) Etendue du phénomène de la baisse de la population scolaire

La première tâche qui m'a été confiée a été de faire enquête sur l'étendue et la durée du phénomène de la baisse des effectifs dans les écoles de l'Ontario. Dès ma conférence du 14 octobre 1977, je prévoyais que ce phénomène s'étendrait sur une période de 10 à 15 ans. Cependant, je n'étais pas en mesure de préciser alors les tendances générales à long terme, c'est-à-dire jusqu'à la fin du siècle, la compilation par groupes d'âges des données du recensement de 1976 n'étant pas encore terminée, ce qui me privait de renseignements indispensables. Mais au moment de mon premier rapport préliminaire, j'ai eu accès à ces renseignements, non seulement pour l'Ontario, mais pour toutes les provinces, ce qui m'a permis d'établir des comparaisons et des scénarios possibles. J'ai donc pu présenter, dans mon premier rapport préliminaire, certaines projections jusqu'en 1986, avec une grande assurance, et même apporter des précisions sur certaines projections à long terme. Il m'apparaissait évident que la baisse de la clientèle des écoles élémentaires se poursuivrait au moins jusqu'en 1986 et que ses premiers effets sur les écoles

secondaires se feraient sentir à travers la province, à quelques exceptions près, affectant sévèrement certains conseils scolaires, notamment dans les grandes villes (et même dans quelques banlieues). Certains pourraient même voir la clientèle de leurs écoles secondaires diminuer de plus de 40 pour cent. Il m'apparaissait évident, en outre, que ce déclin se poursuivrait au-delà de 1986, mais de façon vraisemblablement moins rigoureuse. Ces renseignements, de même que les données sur la migration internationale et interprovinciale des autres provinces et de l'Ontario (cette dernière étant particulièrement influencée, en raison de sa position centrale), ont été abondamment commentés, à l'aide de tableaux et de graphiques. J'ai donné en outre des exemples de pays aux prises avec des problèmes analogues et commenté les tendances du taux de fécondité et autres changements démographiques au Canada et dans d'autres pays. Ce sont là des éléments fondamentaux dont il faut absolument tenir compte dans une étude sur la baisse des effectifs dans nos écoles.

Je dois cependant souligner que ce n'est que beaucoup plus tard que j'ai pu obtenir du Ministry of Treasury, Economics, and Intergovernmental Affairs (TEIGA) et de Statistique Canada[1] des renseignements essentiels sur certaines projections démographiques. Il me fallait absolument les données les plus récentes, car il apparut évident que les modèles et projections antérieures devaient être révisés par suite des changements imprévisibles résultant du

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[1] Au moment où j'écris ces lignes, je viens de recevoir du ministère de l'Education des projections pour juillet 1978.

recensement de 1976. J'ai commandé deux études de projections démographiques: l'une, à TEIGA, pour connaître les particularités des changements démographiques par comtés et par districts et leurs incidences sur les effectifs et les installations scolaires; l'autre, à Statistique Canada, qui a préparé par ordinateur neuf projections démographiques par groupes d'âges, à partir de certains paramètres sur le taux de fécondité et l'immigration. J'avais déjà préparé moi-même un ensemble de projections démographiques provisoires pour planifier la meilleure façon d'utiliser ces nouvelles données. J'avais reçu en outre des renseignements préliminaires sur le nombre des naissances enregistrées en Ontario en 1976 et 1977 et pour le début de 1978. Il apparaissait clairement que le problème de la baisse de la population scolaire avait une ampleur et une durée que je n'avais pas soupçonnées.

C'est pourquoi mon deuxième rapport préliminaire n'était plus, comme je l'avais d'abord prévu, un Livre blanc analysant des possibilités et des solutions de rechange, mais plutôt une description du phénomène de la baisse de la clientèle scolaire jusqu'à la fin du siècle, et un ensemble de recommandations touchant les domaines dans lesquels il m'apparaissait urgent que des mesures immédiates soient prises. Il me semblait également que je devais alerter les conseils scolaires pour qu'ils préparent immédiatement des plans à court terme et à long terme pour faire face aux problèmes particuliers qui les attendent. A la lumière des mémoires soumis à cette Commission et des audiences publiques tenues à travers la province, je savais que certains conseils scolaires connaîtraient

une augmentation de leur clientèle pendant plusieurs années, que d'autres auraient une clientèle stable, et qu'un grand nombre subiraient des pertes d'effectifs considérables. Aussi ai-je recommandé que le ministère de l'Education élabore, au niveau provincial, des plans à court terme et à long terme.

En préparant mon rapport final -- quelque peu retardé par la grève des postes et des problèmes de traitement de données pertinentes sur la situation actuelle -- j'ai pu confirmer mes projections provisoires et préparer un ensemble complémentaire de projections sur la population scolaire. Comme nous savons maintenant que les naissances ont encore diminué en 1978, que les migrations sont défavorisées par les conditions économiques et le taux de chômage élevé en Ontario, que nous enregistrons des pertes nettes au chapitre de la migration interprovinciale et que le taux de fécondité continue de décroître, nous pouvons être sûrs que le seul changement important dans les tendances de la population scolaire ne peut venir que d'une migration internationale accrue, du moins à court terme.

Nos écoles élémentaires connaîtront vraisemblablement une période de stabilisation de leurs effectifs après 1986 ou 1987, voire une augmentation générale à l'échelle provinciale, mais la clientèle des écoles secondaires continuera de diminuer jusqu'en 1993 ou 1994, alors qu'elle devrait se stabiliser par la suite, ou même amorcer une remontée. J'ai recommandé que nous nous préparions

à faire face à ces périodes de stabilisation et de croissance. Cependant, à moins d'un changement dans les tendances de la fécondité ou d'une augmentation de l'immigration, nous connaîtrons vraisemblablement une chute lente, continue et prolongée des effectifs, suivie de nouveaux cycles de baisses rapides vers la fin du siècle.

Le nombre des nouveaux diplômés en pédagogie constituera sûrement l'un des principaux problèmes à long terme: il y aura un excédent de nouveaux diplômés dans un avenir immédiat, puis une pénurie au début du XXI^{e} siècle. En effet, pour un certain temps, les enseignants actuels suffiront amplement à la tâche mais leur mise à la retraite, qui se fera sur une courte période de temps, laissera un vide qu'il faudra combler (à moins que nous arrivions à synchroniser les mécanismes de la demande et ceux de la formation de nouveaux enseignants). Il faudra planifier soigneusement, à court terme et à long terme, les mécanismes d'embauchage et de mise à la retraite au niveau du conseil scolaire, de même que ceux de l'organisation de la formation des enseignants au niveau universitaire.

(2) Le problème des solutions

Les principaux problèmes découlant de la baisse de la population scolaire auront trait aux programmes, au personnel et aux installations. Au cours des dix à quinze prochaines années, tous les conseils scolaires sans exception connaîtront, à des degrés

divers, des problèmes dans ces domaines. Ceux qui connaissent actuellement une certaine stabilisation, voire une augmentation de leurs effectifs (du moins pour le moment) feront vraisemblablement face à des problèmes tout à fait différents, surtout si leur clientèle diminue en un endroit (en raison souvent uniquement de déplacements de population) et se stabilise ou augmente ailleurs.

Il n'existe pas de solution miracle pour éviter certaines conséquences désagréables telles que la réduction des programmes scolaires, le congédiement de personnel, la fermeture de classes ou d'écoles ou le transport d'élèves sur de grandes distances. Il n'existe pas non plus de solutions faciles aux problèmes découlant de l'inflation, qui aggravent celui de la baisse de la population scoalire. En outre, il n'y a pas de solution unique -- ou d'ensemble de solutions uniques -- convenant à tous les conseils scolaires. Il y a, naturellement, certains principes généraux dont il faut tenir compte, et quelques solutions qui peuvent s'appliquer à différentes situations. Mais de façon générale, chaque conseil scolaire constatera que ses problèmes sont uniques et qu'il doit inventer ses propres solutions. Heureusement, chacun peut puiser à même une banque de connaissances et d'expériences, car tout a été dit, ou presque, sur ce problème particulier et ses solutions, de sorte qu'un conseil scolaire peut recueillir suffisamment d'information pour trouver des solutions éprouvées adaptées à presque tous ses besoins.

(3) Conséquences principales

Nous devons accepter le fait qu'une baisse importante de la clientèle scolaire influera considérablement sur nos écoles, nos systèmes scolaires et nos élèves. Comme nous le savons déjà, certaines écoles et certains systèmes scolaires ont dû adapter ou réduire leurs programmes, notamment les services à l'enfance en difficulté et l'enseignement des langues. Cette situation ne changera pas. Certains enseignants et autres membres du personnel ont été remerciés, et d'autres le seront. Les programmes de formation des enseignants seront considérablement modifiés; dans un avenir immédiat, les inscriptions aux établissements de formation des enseignants seront rigoureusement contingentées et les programmes de formation en cours d'emploi seront accrus. Des classes devront être fermées et des écoles seront affectées à d'autres fins, ou même vendues ou démolies. La plupart de ces changements se produiront rapidement, au cours des dix ou quinze prochaines années.

(4) Elargissement du rôle de l'école

A mesure que diminue la clientèle traditionnelle de l'école, il faut songer à élargir le rôle de cette dernière. Cet élargissement se fera vraisemblablement avec la collaboration d'autres ministères et organismes. Une partie des locaux et du personnel excédentaires pourra être affectée à des programmes de formation à l'intention d'autres groupes, depuis les garderies jusqu'aux

installations pour les personnes âgées. Le problème consistera à coordonner la planification, la gestion et le financement de ces nouveaux services. Nous voyons déjà les débuts de cette nouvelle ère dans la collaboration entre le ministère de l'Education et les organismes fédéraux de main-d'oeuvre et les ministères de la Santé et des Services sociaux et communautaires. Ce ne sont pas les problèmes et les besoins pressants qui manquent (plusieurs, extrêmement urgents, exigent des mesures de prévention immédiates). Mais nous n'avons guère l'habitude ou l'expérience du travail d'équipe dans la recherche de solutions à des problèmes relevant des niveaux fédéral, provincial ou municipal. Notre plus grand espoir, sinon le seul, est que la collectivité locale, sensibilisée aux besoins réels exigeant la collaboration de différents organismes locaux, agisse comme catalyseur dans la mise sur pied d'entreprises conjointes, qui s'inscriraient dans les projets du ministère des Services sociaux et communautaires.

(5) Contraintes d'ordre économique et financier

Je me suis arrêté peut-être trop longuement sur les conditions économiques et financières actuelles de nos écoles. J'ai présenté les conditions économiques et l'évolution démographique comme les deux principales caractéristiques du nouveau contexte dans lequel nos écoles devront évoluer. La baisse de la population scolaire est l'une des conséquences évidentes de l'évolution démographique, mais les moyens que nous prendrons pour régler ce problème dépendent en grande partie des conditions économiques. Cependant, notre tendance à investir dans notre système scolaire le produit de notre activité

économique ne devrait pas dépendre uniquement de notre production, mais aussi de notre économie.

La mobilisation de nos ressources à des fins scolaires est un mécanisme complexe et dépend d'une organisation institutionnelle tout aussi complexe. Au niveau le plus abstrait, cette organisation institutionnelle est composée par le gouvernement provincial, les conseils scolaires et l'ensemble des électeurs et contribuables au niveau local et provincial. Mais le respect des complexités des finances publiques dans une démocratie bureaucratique moderne exige une connaissance des rôles de la Législature, du Cabinet, des ministres, des organismes gouvernementaux, des partis politiques, des groupes de pression, des associations professionnelles, des syndicats, des municipalités, des associations de contribuables et des organes d'information, dans la détermination des dépenses et des taxes scolaires. Comme le processus politique que constitue le financement de notre système scolaire public doit passer par cette institution politique complexe, il n'est pas toujours facile d'établir les relations entre les développements économiques et le financement de l'éducation.

Actuellement, le financement scolaire est davantage touché par l'inflation que par la croissance économique. Les fluctuations des prix ont des effets très divers sur les différents éléments de notre système de financement scolaire. C'est pourquoi notre système complexe de financement fonctionne mal. L'aspect de cette menace au fonctionnement harmonieux de notre système de financement

dont j'ai parlé longuement, c'est la question du maintien de la participation traditionnelle du gouvernement et des municipalités au financement des activités des conseils scolaires. A moins d'enrayer l'inflation -- et malgré mes observations antérieures, je comprends que le gouvernement provincial soit relativement impuissant à cet égard --, la meilleure façon de maintenir cette participation traditionnelle serait d'entreprendre une réforme énergique de la taxe foncière qui fasse en sorte que l'évaluation reflète plus rapidement l'évolution de la valeur marchande des immeubles.

Je suis d'avis qu'il revient d'abord au gouvernement provincial de tenir compte de l'inflation dans le financement scolaire. Mais le gouvernement et les conseils scolaires doivent en outre relever un autre défi: faire en sorte que, dans un avenir prévisible, les dépenses n'augmentent pas autant qu'au cours des dernières décennies. En réalité, il se peut que les dépenses totales des conseils scolaires, en dollars constants, soient inférieures à l'avenir et représentent vraisemblablement un pourcentage réduit des revenus du gouvernement (aux niveaux provincial et local) et du produit provincial brut. En notre qualité d'éducateurs -- et de politiciens et d'administrateurs responsables de l'enseignement public -- nous devons apprendre à vivre selon nos moyens.

(6) Mesures correctives

J'ai tenu à insister sur les économies qui résulteront de la baisse de la population scolaire. J'ai fait remarquer que les problèmes découlant de ce phénomène sont d'abord et avant tout des problèmes d'administration et d'organisation, et qu'ils seront généralement de courte durée. Mais je reconnais qu'il s'agit là de problèmes importants, et que nous devons agir d'une manière énergique pour éviter qu'ils ne nuisent aux élèves qui seront touchés par les mesures correctives qui seront adoptées.

Il y a plusieurs façons d'alléger les effets négatifs de la baisse des effectifs dans nos écoles. Le gouvernement provincial, qui dispose des ressources nécessaires pour agir le plus énergiquement, doit prendre ses responsabilités, et c'est vers lui que se tourne la population. La meilleure façon d'aider les conseils scolaires à se réorganiser est de leur fournir une aide financière à cette fin. En agissant ainsi, je le répète, le gouvernement ne ferait que reporter à plus tard certaines des économies résultant de la baisse de la population scolaire, de manière à faciliter le fonctionnement des conseils scolaires.

Les conseils scolaires doivent aussi, à leur tour, agir de façon analogue, en différant par exemple certaines économies pour assumer temporairement les dépenses supplémentaires nécessaires en cette période de transition. Ils peuvent notamment améliorer considérablement le moral des enseignants et des autres membres du personnel en planifiant longtemps à l'avance leurs besoins en

personnel. Il ne devrait y avoir que très rarement des employés qui deviennent "soudainement" excédentaires. Une planification soignée en ce sens est encore la façon la moins coûteuse de réduire les traumatismes. Ajoutons que les conseils scolaires peuvent se permettre une certaine "inefficacité" dans le congédiement du personnel excédentaire: il n'est pas nécessaire de réaliser toutes les économies possibles le plus rapidement possible.

Le premier aspect d'une bonne planification consiste naturellement à établir les meilleures projections possibles concernant les besoins en matière de personnel ou autres. Mais il existe d'autres façons de se préparer au changement. Les conseils scolaires peuvent réduire considérablement leurs problèmes actuels et futurs en manifestant un plus grand empressement à se prévaloir des services d'aide et de consultation des divers organismes gouvernementaux, municipaux et provinciaux.

Les preneurs de décisions au niveau de l'école et de la collectivité doivent apprendre à voir l'ensemble du problème de la fluctuation de la clientèle scolaire et à situer dans leur contexte les problèmes locaux qui en découlent. Ils doivent en outre manifester leur empressement à négocier des solutions raisonnables -- avec d'autres conseils scolaires et d'autres municipalités, agents de négociation et organismes gouvernementaux.

Les enseignants ont également un rôle important à jouer en cette période de transition. J'ai constaté leur empressement à participer à la planification et à la réorganisation. Ils ont, bien sûr, des intérêts en jeu, mais comme tous les contribuables, ils sont intéressés à la réduction des dépenses scolaires et des autres services publics; fidèles à leur réputation, ils font aussi passer les intérêts des élèves avant tous les autres. Il faut que les enseignants assument un leadership actif, individuellement et par le truchement de leurs associations professionnelles, dans la réorganisation du système scolaire. Je ne doute pas qu'ils le fassent.

Ce sont malheureusement les nouveaux diplômés et les étudiants désireux de s'inscrire aux facultés de pédagogie qui auront le plus à souffrir de la situation. Ironiquement, la meilleure façon de les aider, ce sera peut-être de les empêcher de réaliser leur désir! Il ne s'agit pas d'éliminer complètement les inscriptions aux facultés de pédagogie, mais de les réduire de 50 pour cent, de septembre 1977 à septembre 1979.

(7) Les coûts de l'éducation

Permettez-moi d'ajouter à mes commentaires sur les contraintes économiques et financières quelques observations finales. L'enseignement étant un secteur à forte concentration de main-d'oeuvre, son coût relatif, comme celui des autres services, augmentera avec le temps. Et comme il s'agit d'une "denrée supérieure", la demande de services augmentera parallèlement à celle d'une qualité accrue,

qui va habituellement de pair avec la prospérité économique. Mais les coûts réels par élève n'augmenteront que très lentement dans un avenir prévisible.

Pour quelque temps du moins, le monde de l'éducation fera face à une concurrence accrue des autres services publics. En outre, étant donné la faible augmentation de la productivité (et du revenu) par travailleur, les contribuables de l'Ontario et leurs représentants élus hésiteront à augmenter les revenus publics dans un avenir prévisible. Il sera déjà suffisamment difficile de maintenir les dépenses réelles par élève à leur niveau actuel et de les protéger de l'inflation.

Lors de la première conférence de cette commission, le 14 octobre 1977, le ministre de l'Education, l'honorable Tom Wells, déclarait: "Nous ne pouvons écarter ce problème" (celui de la baisse des effectifs scolaires). Au cours de l'année écoulée, il m'a été amplement démontré que la plus grande prudence en matière de dépenses scolaires s'impose. Ce n'est qu'à cette condition que nous pourrons respecter les priorités dans les budgets provinciaux et locaux, et maintenir, voire améliorer la qualité de notre enseignement, sans pour autant augmenter de façon marquée les dépenses réelles par élève.

(8) Problèmes sociaux

La baisse de la population scolaire n'est que l'un des chapitres intéressants de l'évolution démographique de notre population par groupes d'âges. Dans quelques années, il se peut que ce problème nous paraisse banal, par rapport aux problèmes de réorganisation de la société que nous connaîtrons alors.

Si je semble accorder une certaine importance aux problèmes découlant des changements démographiques, c'est en grande partie parce que les services publics me tiennent à coeur et que leur adaptation à l'évolution n'est jamais facile. Mais la baisse du ratio enfants/adultes représentera des économies et des avantages considérables pour notre société. Pendant plus d'une génération, cette baisse entraînera en effet une augmentation importante du produit total et du produit par habitant (sinon par travailleur).

Il est important de planifier et d'agir en vue de maximiser les avantages économiques d'une population qui comptera davantage d'adultes. Nous devons faire en sorte de retirer le maximum de la baisse du ratio des personnes à charge, non seulement pour avoir des taux de production plus élevés, mais pour augmenter l'accumulation de capitaux. Nous aurons d'ailleurs besoin de ces capitaux lorsque la diminution du nombre d'enfants entraînera une autre augmentation du ratio des personnes à charge, notamment celui des retraités par rapport à la population active. Nous seront d'autant plus en mesure de faire face à cette situation que nous aurons entre-temps maintenu

des taux élevés de production et accumulé des capitaux importants, que viendront encore grossir les modestes économies découlant de la baisse de la population scolaire.

Au terme de cette année de travail bien remplie, mais des plus intéressantes, j'aimerais conclure ce rapport final par la recommandation qui me semble la plus importante:

> Que l'on ne perde jamais de vue le fait que l'enfant est non seulement le centre du système scolaire, mais l'unique raison de l'existence de ce dernier.

Durant toutes ces années pendant lesquelles j'ai collaboré avec le ministère de l'Education (autrefois le Département de l'éducation) et ses fonctionnaires, les politiques gouvernementales ont reflété une conception très libérale de l'homme cultivé. Toutes nos politiques et nos pratiques doivent démontrer que cette conceptior n'a pas changé.

Le problème principal, à l'heure actuelle, vient de ce que ce concept n'a jamais encore été pleinement mis en pratique dans nos écoles, et qu'il pourrait même être mis en danger par les pressions et contraintes découlant de la baisse des effectifs scolaires et de la réduction de nos ressources. Je suis très conscient de ces risques, mais je crois qu'aucune de mes recommandations ou suggestions ne peut nous empêcher de poursuivre sincèrement cet objectif.